

Report on the City – Wide Departmental Operational Service Assessment

CITY OF MANISTEE, MICHIGAN



January 12, 2010

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1. INTRODUCTION AND EXECUTIVE SUMMARY

1. INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was engaged by the City of Manistee to assist them in conducting a City-Wide Departmental Operational Services Assessment. The Matrix Consulting Group has been providing municipal consulting services since 2002 with the principals of the firm having been in the local government consulting profession for over 25 years. During this time, the firm and its' consultants have conducted over fifty city-wide organizational assessments and over 400 individual department studies and evaluations of all municipal functions.

As noted in the issued RFP, the overarching purpose of this project was to:

“sustain, provide and develop City services in the most economically efficient manner, in keeping with the vision of the City to be a “community of choice on the northwest Michigan coastline.

This project will focus on departmental efficiencies, consolidation, collaboration with other entities, potential outsourcing of services, and a long term reorganization recommendations for the Departments of Public Works, Police Department and Fire/EMS Department; and other departments as may be determined to be beneficial.”

Key purposes and areas of focus for the study included the following:

- **Current and Future Organizational Structure and Functions:** Including an evaluation of the efficiency and effectiveness of current service provision, organizational changes, etc.
- **Collaboration and Economies of Scale** that might be available from consolidation of existing City Departments and/or potential service collaboration efforts with other governmental units.
- **Outsourcing** opportunities that may be present for the provision of City Services through external resources.
- **Internal Assessment** of current operating practices and techniques, utilization of personnel and equipment and overall effectiveness of City operations.

In this study, the Matrix Consulting Group utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- The project team initiated the project by interviewing the senior management of each of the departments under review within the City of Manistee and selected employees throughout the organization.
- Follow up interviews and additional data collections was conducted as necessary to develop background on the key issues involved within the study.
- All employees were anonymously surveyed to enable them to provide input directly to the project team regarding service delivery and potential areas for improvement.
- Citizen involvement was incorporated through the conduct of two Citizen Meetings (held at the Ramsdell Theatre) and through a citizen survey that was distributed throughout the community (at various businesses and distributed through an insertion in the newspaper).
- In addition to interviews, the project team collected data from the various departments documenting (where applicable and available) workload, processing times, service levels, and operational practices.
- The project team developed a descriptive summary, or profile, of the departments, reflecting organizational structure, staffing, workloads, service levels, and programmatic objectives. This chapter of the report documents the current approach to service delivery and staff deployment.
- The project team compared the workload, staffing, technology, and service delivery approaches utilized within the departments to “best management practices.” This step served to identify initial key issues in our analytical process.
- The project team reviewed initial findings and issues, as well as interim documents, with the Operational Services Assessment Committee throughout the project and discussed key issues / findings as they were developed.

Each of these efforts was focused on gathering data, information, and making assessments that would assist in achieving the overall goals of the study – a more efficient organizational structure where services are provided in a cost-effective manner while recognizing the uniqueness of the City of Manistee. Additionally, consideration of

service options / levels were taken in context of the City's desire to not simply mirror what is accomplished in other communities but to also position itself as a "community of choice" which in some cases warrants services and service levels that differ from other communities.

In summary, the processes utilized by the Matrix Consulting Group in this study included intensive input from staff, community residents, data collection and analysis, and an interactive process at key steps.

2. EXECUTIVE SUMMARY OF RECOMMENDATIONS

The recommendations that have been developed address several issues related to the provision of administrative services including how duties are performed, the appropriate utilization of technology, and the organizational placement of duties. Alternatives considered were compared against existing approaches and organizational structures as part of the evaluation process.

It should be noted, at the outset, that the City of Manistee – under its current organizational and staffing structure – is providing the full-service of municipal services with a total full-time staff of only approximately 60 employees. The project team noted a high level of cross-training and cross-utilization of staff throughout the organization. It was notable at the community meetings, that the general public typically had a strong perception that the size of local government staffing was much greater than is actually in place. The smaller size of the organization staff, while not eliminating opportunities to improve / more effectively deliver services, does make it more difficult to achieve cost savings due to staff reductions without a substantial impact on the current level of services provided. Forty-six positions out of the total 60 are located in only three

Departments, including Public Works (24 position), Police (14 positions), and Fire (8.5 positions). With two-thirds of the total City workforce in these three Departments (which generally were providing the key services that Citizens indicated should remain or not be impacted), the opportunities for significant dollar savings without associated service provision reductions is not possible. One other factor that impacted analysis and recommendations is the generally remote location of the City of Manistee (which is also a positive community attribute for many residents). The City's location makes some opportunities for shared services and contracting out of services much more difficult than would be seen if it were in closer proximity to a major metropolitan area.

In assigning priorities to specific recommendations, the project team utilized the following general guidelines for determining whether to assign a priority of High, Medium or Low. In addition, some priorities were based upon the need for the City to conduct certain items in advance of others (sequentially) to reflect the interdependence of some of the recommended actions. Additionally, a relative degree of difficulty for implementation of each recommendation has been indicated. In general, the degree of difficulty is greater for those items involving or dependent upon actions / agreement of entities external to the City. Items of low difficulty typically do not require this external involvement and / or involve smaller organizational changes to the organization for implementation.

The following tables summarizes the rankings utilized:

Priority Ranking	Description
High	Items of significant operational or financial impact. Implementation is a priority either to correct an operational practice or reduce costs.

Priority Ranking	Description
Medium	Recommendations that have moderate impact on operations or financial impacts.
Low	Items that have limited impact on operations or financial impacts.

Difficulty Ranking	Description
High	Items which require either significant interaction or agreement with external agencies to implement, or that involve major organizational changes to operational practices.
Medium	Recommendations that may involve moderate changes to staffing or policies / practices of operation.
Low	Recommendations that involve limited financial expense, minor organizational or operational changes.

The table, below, summarizes the recommended organizational, staffing, and service provision changes contained within the report.

Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.1	The City Manager should develop additional outreach mechanisms (such as additional information on website, articles for newspaper / newsletters, and community meetings) to inform the public of actual current services provided, service levels, and potential changes that are under consideration.	City Manager	High	Low	On-going	n/a

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.2	The City needs to expand use of basic technology to automate further and upgrade certain financial practices including time and attendance tracking and processing, procurement functions (purchase order numbering and generation).	Finance Director	Medium	Medium	2010	\$25,000
3.2	The City should consider moving to bi-weekly payroll processing and requiring direct deposit for payroll checks.	City Manager	Low	Low	2010	n/a (staff time savings)
3.2	Additional training should be sought for Financial Staff.	Finance Director	Low	Low	2010	\$3,000
3.4	If Assessing functions remain a City-function, additional training should be provided to the second position to provide additional relief and technical assistance to the Assessor.	City Manager	Medium	Low	2010	\$2,000

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.4	Assessment of each building receiving a certificate of occupancy should occur within one to two months of issuance.	City Assessor	Low	Low	2010	n/a
3.4	Customer Service training should be provided to staff of the Assessing Department as part of a City-wide customer service training effort.	City Manager	Medium	Low	2010	\$500
3.5	The Department is not utilizing any comprehensive method for planning, scheduling, or tracking work activities and performance. Existing software should be utilized to enhance the planning function.	DPW Director	Low	Medium	2010	n/a
3.5	A formal training program should be developed for the department to identify and maximize skills development and the ability to cross-utilize staff.	DPW Director	Low	Low	On-going	Unk.

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.5	The reduced level of street sweeping implemented during the summer of 2009 should be adopted as the new standard for future years.	DPW Director	Medium	Low	2010	n/a
3.5	A sidewalk inspection program should be implemented to enable long-range planning to occur regarding replacement / maintenance on sidewalks presenting a hazardous condition in the community.	DPW Director	Medium	Low	2010	n/a
3.5	Parks and playground maintenance and repairs should be conducted in accordance with a developed plan that outlined specific inspection and maintenance activities that should be conducted annually.	DPW Director	Medium	Low	On-going	n/a
3.5	A long-term plan for replacement and maintenance of water and sewer mains should be developed in coordination with the CSO program.	DPW Director	Medium	Low	On-going	n/a

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.5	Distribution valves should be exercised annually / biannually based upon valve size.	DPW Director	High	Low	2010	n/a
3.6	A formal training program should be developed for the department to identify and maximize skills development of existing staff. Focus should be on training necessary to maintain certifications or to achieve certifications.	WWTP Director	Low	Low	On-going	n/a
3.6	While a computerized maintenance management system is not in place, the Department should develop (similar to Public Works) an annual workplan outlining necessary maintenance functions.	WWTP Director	High	Low	2010	n/a
3.6	The existing SCADA system for the Treatment Plant has some significant issues related to reliability and functionality (including remote access and system monitoring).	City Manager / DPW Director / WWTP Director	High	Medium	2010-2011	Unk.

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.7	The adopted policies and procedures should be updated to ensure compliance with national standards and changing operational practices within the community.	Fire Chief	Medium	Medium	2010	n/a
3.7	The City should adopt, as part of the policy discussion and decisions made regarding fire and ems service delivery approach, formal response targets including dispatch processing, reflex (staff turnout) and travel times. The City should target achieving compliance with national standards (i.e. – one minute “reflex” goal).	City Council / City Manager / Fire Chief	High	Medium	2010 – 2011	n/a
3.7	The Fire Department, in conjunction with the Finance Staff, should develop a long-range vehicle and major equipment (i.e. – SCBA) replacement schedule in order to determine future budgetary requirements. Vehicle replacement schedules should be based upon mileage and age as documented in the best management practices.	Finance Director / Fire Chief	Medium	Low	2011	n/a

Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.7	The Department should develop a plan to ensure that all state mandated fire prevention inspections are conducted in accordance with adopted time frames.	Fire Chief	Medium	Low	2010	n/a
3.7	A more formalized training program should be developed for the Fire Department that identified annual training targets (in hours), periodically assesses training needs, and tracks training by employee.	Fire Chief	Low	Low	2010	n/a
3.8	The City of Manistee should fully utilize all available Police Services in the Region to provide backup to the City Police force – especially during evening hours.	City Council / Police Chief	High	Medium	Immed.	n/a

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
3.8	The Police Department should make greater use of the City's webpage to disseminate information to the general public and keep them informed of crime trends, programs provided by the Police, and general safety information.	Police Chief	Low	Low	2010	n/a
3.8	The Department should implement a computerized inventory system for evidence and implement additional procedures relative to maintenance and auditing of evidence.	Police Chief	Medium	Low	2010	\$25,000 (if software purchased).
5.3	The City should continue to place a high priority on identifying other funding sources for ongoing annual operating and capital expenses related to the operation of the Ramsdell Theatre. Additional funding and authority. Funding including county-wide funding source and authority and / or West Shore college.	City Council / City Manager	High	High	On-going	Goal is to reduce annual City Subsidy below the current level.

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
5.3	The City should consider the release of a Request for Quotation package that would solicit proposals from community groups, non-profit and private firms desiring to handle on-going operations of the Ramsdell Theatre facility on an annual basis.	City Council / City Manager	High	Low	2010 - 2011	n/a
5.4	The City of Manistee should issue an informational Request for Proposals to Private Firms seeking pricing and service options for the provision of refuse collection for residents. Pricing information should be broken down based upon various options including (1) funding method (City versus resident), (2) ability to start and stop services based upon resident needs (i.e. – seasonal versus full year service), and (3) unlimited versus per bag cost.	City Council / City Manager	High	Low	2010 – 2011	n/a

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
5.4	Information received from these responses should be utilized for making the policy decision on the appropriate service approach for Manistee in handling refuse collection and whether to treat this as a basic city service or a “utility-based” service where cost is determined by individual use.	City Council / City Manager	High	Medium	2010 – 2011	n/a
5.5	The City of Manistee should further explore, on a longer term, basis the opportunity to institute agreements to regionalize the provision of Fire service.	City Council / City Manager	High	High	2011	Savings amount dependent on agreements reached.
5.5	The City Council should undertake a policy discussion and determine parameters / guidelines (i.e. – primary focus on finances, response times, etc.) for the City Manager to utilize in evaluating opportunities for changes to the provision of fire services and organizational structure.	City Council / City Manager / Fire Chief	High	Medium	2011	Savings potential up to \$500,000 if volunteer fire services implemented.

Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
5.6	The City of Manistee should issue a Request for Proposal for Property Assessing services. The City could anticipate a savings upwards of fifty percent of current costs (or approximately \$90,000) depending on the competitiveness of the procurement process, as well as the level of service chosen by the City.	City Council / City Manager	High	Low	2010	(\$90,000)
5.6	The City should also place the City Assessing function organizationally under the Finance Director for general oversight and management through the creation of a Financial Services Department. This change should take place without respect to the decision of the City to contract or not contract for assessing services.	City Manager	Medium	Low	2010 – 2011	n/a

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Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
5.7 (3)	The City of Manistee should merge the Department of Public Works and the Wastewater Treat Plant as shown in Alternative 2 (1 Director and Supervisor / Lead positions over functional areas).	City Manager	High	Medium	2010	(\$46,400)
5.7 (3)	The PW Department should, if necessary to transition to the recommended organizational structure, utilize alternative 3A as an interim measure.	City Manager	Medium	Low	2010	(\$3,300)
5.7 (4)	The PW Department should periodically issue invitations to bid and / or requests for proposals for the provision of services for which there are local and / or regional providers, such as fleet maintenance, snow removal, leaf pickup, sweeping services, ground maintenance, etc.	City Manager / DPW Director	Medium	Medium	2011	Unk.

Section Number	Recommendation	Entity / Individual Responsible to Implement	Priority: High, Medium Low	Difficulty: High, Medium, Low	Timeframe	Estimated Cost / (Saving)
5.7 (4)	The City should strongly encourage existing staff and the Department to develop, as part of any managed competition process, to develop and submit a response to the ITB or RFP to ensure a comprehensive and fair comparison and to enable staff to propose alternative service delivery approaches that would maintain service provision internally.	City Manager / DPW Director	Medium	Medium	2011	n/a
5.10	The City should make minor adjustments to the planned replacement schedules of some classes of vehicles to more closely match recommended replacement guidelines.	City Manager	Medium	Low	2012	n/a

A more detailed description, analysis, and background on each of these recommendations is contained within the following chapters – primarily the Chapter 3 (Best Management Practices Evaluation) and Chapter 6 (Analysis of Operations, Service Provision, and Organizational Structure).

The next chapter of this report contains a profile of current operations.

2. PROFILE OF OPERATIONS

2. PROFILE OF OPERATIONS

This chapter provides a Descriptive Profile of the City of Manistee departments and current organizational structure. The purpose of the Descriptive Profile is to document the project team's understanding of the functions under review, allocation of staff by function, and principal assigned responsibilities of staff. Information contained in the Profile was developed based on site work conducted by the project team, including:

- Interviews with staff in each department to understand roles and responsibilities, etc.
- Interviews with the departmental managers and staff in the City of Manistee to discuss quality of service issues, inter-departmental coordination, etc.
- Collection of various data describing organization and staffing, workload and service levels.
- Documentation of key practices as that relates to work planning and scheduling, policies and procedures, as well as work processes.

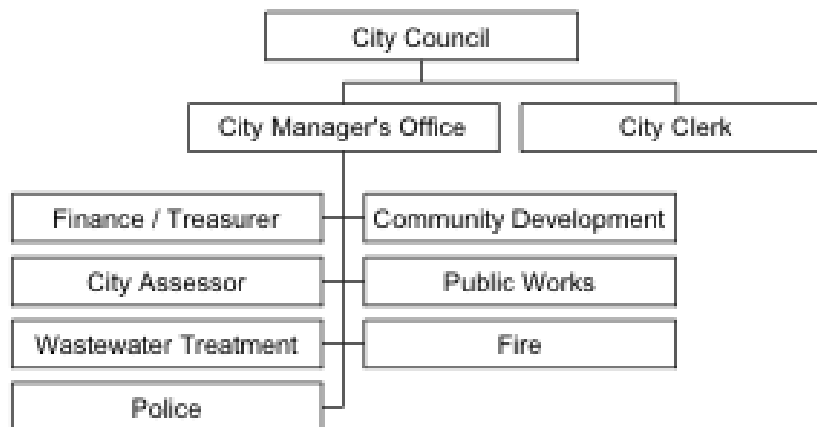
The structure of this descriptive profile is as follows for each department under review:

- Introduction.
- Summary descriptions of key roles and responsibilities of work units in each department. The responsibility descriptions provided in the Descriptive Profile also summarize the team's understanding of the major programs and service activities to which staff throughout the City of Manistee are currently assigned. It should be clearly noted that responsibility descriptions are not intended to be at the "job description" level of detail. Rather, the descriptions are intended to provide the basic nature of each unit and assigned positions including staffing levels and work schedules, program targets and service descriptions.
- Organizational charts of key functions showing all staff positions by function and shift as appropriate and reporting relationships.

- Key operating conditions applicable to the department / function.

The Descriptive Profile provides a summary of the current organization, staffing, and operations of the departments under review. The following chart shows the overall departmental organization of the City of Manistee.

City of Manistee Organizational Structure



1. CITY MANAGER'S OFFICE

City Manager's Office

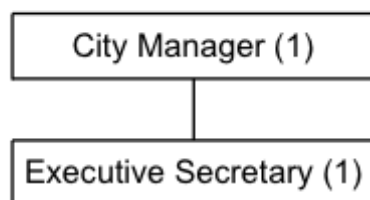
The City Manager serves as the chief administrative officer for the City of Manistee. The City Manager's Office is responsible for implementing the policy goals and objects as set by the City Council. The City Manager's Office oversees the day-to-day operation of the City, including budget development and management, coordination of services and programs with the City's management team, etc.

City Manager	1.00	<ul style="list-style-type: none"> • Appointed by the City Council. • Serves as the City's chief administrative officer. • Ensures implementation of laws, codes, and ordinances. • Oversees all municipal operations and coordinates with the City's management team to ensure efficient and effective operations. • Works with the City Council to ensure the implementation of the City's goals, objectives and policies.
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Executive Secretary	1.00	<ul style="list-style-type: none"> • Reports to the City Manager. • Provides general administrative and clerical support to the City Manager's Office, including type correspondence, manage calendar, order and maintain office supplies, etc. • Provides support to the Council, various departments and citizens. • Assembles and distributes the agenda packet, including agenda, newsletter and weekly email. • Attend weekly staff meetings. • Supports various boards and commissions, as needed, including Oil & Gas Board, Harbor Commission, and Council sub-committees. • Provide citizen support, including: <ul style="list-style-type: none"> – Provide general information regarding City operations and services – Receive and process all FOIA requests, including extension letters. – Receive and distribute citizen complaints to appropriate City departments. • Schedule conference and meeting rooms.
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Current Organization of the City Manager's Office

City of Manistee, Michigan



2. CITY CLERK, TREASURER AND FINANCE DEPARTMENT

City Clerk, Treasurer and Finance Department

This Department is responsible for a variety of City administrative responsibilities. The City Clerk is responsible for maintenance of the City's official records, electoral process, public noticing of meetings, and maintenance of the contracts and other legal documents, such as the City Code. The Treasurer and Finance Department are responsible for the City's budget, general ledger and accounting, accounts payable and receivable, and billing and collection and management of City funds.

Finance Director / Treasurer	1.00	<ul style="list-style-type: none">• Reports to the City Manager.• Serves as the City's Chief Financial Officer and Treasurer.• Serves as the City's Chief Technology Officer.• Handles special projects as assigned by the City Manager.• Manage the City's asset management plan.• Develop, revise and implement fiscal policies governing City operations, including procurement, cash handling, etc.• Manage a variety of contracts, such as information technology, engineering, and legal support.• Develops databases and management reports for implementation in operating departments.• Serves as the liaison to various boards and commissions, as needed.
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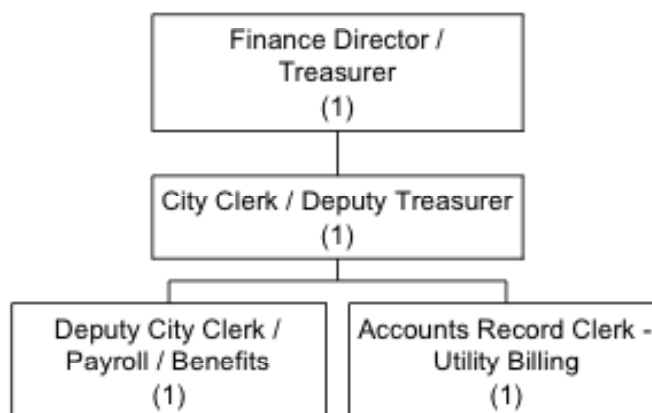
City Clerk / Deputy Treasurer	1.00	<ul style="list-style-type: none">• Reports to the Finance Director / Treasurer and serves at the pleasure of the City Council.• Assists the Finance Director / Treasurer with the day-to-day management of the Office. Assists with Audit and budget processes, year end financial reporting, and handling of various taxes and fees (marine sales tax, riverfront leases, special assessments).• As Deputy Treasurer, responsible for:<ul style="list-style-type: none">– Receives and processes all accounts payable for the City using financial accounting system. Responsible for support and troubleshooting on same.– Ensures appropriate approvals and signatures are obtained for purchases.– Inputs invoices into the financial management system.– Initiates fund transfers.– Process as formal procurement documents and contracts (e.g., oversee bid openings, routes and keeps authorized contracts)– Runs checks– Manages the City's vendor database.– Reconciles bank statements.– Ensures accuracy of general ledger transactions.– Oversees credit card management program.• As City Clerk, responsible for:<ul style="list-style-type: none">– Keeps minutes for Council meetings, as well as provide staff support to various boards and commissions. Makes Council reservations, prepares agenda packets, prepares correspondence as necessary.– Tracks board appointments.– Notices public meetings– Issues ordinances and adoptions notices.– Tracks resolutions.– Codifies City ordinances.– Processes new business registrations– Process various permits and licenses for the City.– Responsible for City records management program including archiving, document imaging.– Maintains council policies including updating, reviewing and distribution.– Oversees cable franchise agreement.– Maintains various forms / publications including travel vouchers, city directory, fee schedule, the "Welcome to a Meeting..." pamphlet, etc.
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Accounts Record Clerk – Utility Billing	1.00	<ul style="list-style-type: none">• Reports to the City Clerk / Deputy Treasurer.• Responsible for all utility billing for the City, including coordinating meter reading process with Department of Public Works personnel, uploading and quality controlling data, and processing bills.• Staffs front counter providing customer assistance, handles office phone calls.• Accounts Receivables and collection.• Schedules Ramsdell Theatre usage.• Oversees collections for refuse collection.• Receives and processes deposits for utility accounts, as well as service requests.• Receive and process payments for utility bills.• Compile the daily deposit.• Manage the collection process for delinquency utility accounts, including notices, assessing late fees, and disconnects.• Determine delinquency accounts that are placed on the annual tax roll.• Process accounts receivables for the City (e.g., bills for services provided by the City, such as FOIA requests, PILOT, Ramsdell Theater rental, etc.)• Oversees the Boat Ramp / Marina with respect to seasonal cash handling staff, state reporting and rental revenues.
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Deputy Clerk / Payroll / Benefits	1.00	<ul style="list-style-type: none"> • Reports to the City Clerk / Deputy Treasurer. • Provides backup and support to the City Clerk with respect to: <ul style="list-style-type: none"> – Elections, including processing voter registration cards, absentee ballots, qualifying voters file, coordinating and training election workers, etc. – Backups the City Clerk with respect to taking minutes at public meetings, bid openings, permits and licenses, etc. • Process weekly payroll for all City employees, including time and attendance reporting, issuance of checks and transfer of funds / payments, etc. Maintains all payroll reporting (IRS, WC, State unemployment). • Oversees various benefit programs including workers compensation, sick and accident, and FMLA. • Oversees the City's benefit programs (MERS insurance) and services as the benefits specialist for the City. • Handles risk management responsibilities for the City, including insurance and claims. • Conducts new employee orientation with respect to benefits. • Staffs front counter and provides general customer assistance including phone calls, backup on utility billing issues, tax collections, UB collection, and miscellaneous receipting.
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Presented below is the plan of organization for the City Clerk, Treasurer and Finance Department.

**Current Organization of the
City Clerk, Treasurer &
Finance Department**



Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> • Staffs main public counter for City Hall from 8:00 AM to 5:00 PM, Monday through Friday.
Coverage Area	<ul style="list-style-type: none"> • Provides services to all City Departments and the public.
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> • Outsourced help desk and information technology support. • Scanning of documents. • COBRA, HRA / Flex Management.
Training and Certification	<ul style="list-style-type: none"> • CPFA. • CMC. • Notary Public.

3. COMMUNITY DEVELOPMENT

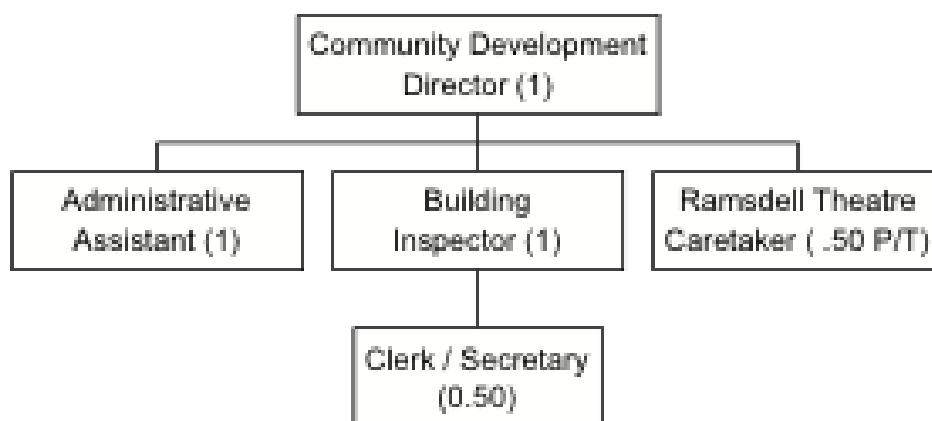
Community Development Department		
<p>The Community Development Departments oversees a variety of programs and services related to development, including planning, zoning and building rules, regulations and codes. Additionally, the Department oversees grant writing and reporting for all City departments, City insurances, facilities management, and special projects as assigned by the City Manager's Office.</p>		
Director	1.00	<ul style="list-style-type: none"> • Reports to the City Manager. • Responsible for the management and direction of the Community Development Department, including budget development and monitoring, development of policies and procedures, supervise staff, etc. • Serves as the City's liaison to a number of boards, commissions and groups, including Downtown Development Authority, Brownfield Redevelopment Director, Non-Motorized Transportation, Planning Commission, Historic District Commission, Zoning Board of Appeals, etc. • Identifies grant opportunities and writes and administers grants. • Along with the Deputy City Clerk / Payroll / Benefits staff, serve as the insurance administrator for the City. • Oversees contract services. • Serves as the City's planner.

Administrative Assistant	1.00	<ul style="list-style-type: none"> • Reports to the Community Development Director. • Provides general administrative support to the Department, including schedule training, assist with grant applications, provide customer service, maintain files, etc. • Receives, processes and reviews permit applications for signs, fences, driveways, land use, special use and certificates of appropriateness. • Maintains all Department forms, handouts and policies in the office and online for applicants. • Serves as the recording secretary for the Planning Commission, Zoning Board of Appeals, Historic District Commission and provides support to sub-committees, including: <ul style="list-style-type: none"> – Processes applications – Reviews site plans – Conducts parcel research – Writes staff reports – Schedules public hearings – Prepares agendas and notices, as well as meeting minutes, etc. • Maintains varies rules, regulations and guidelines relating to land development, including Historic District, Zoning Ordinance, Codified Ordinances, etc. • Prepare Council agenda items for the Department. • Conduct inspections to ensure compliance with permits.
Building Inspector	1.00	<ul style="list-style-type: none"> • Reports to the Community Development Director. • Provides variety of building inspections services throughout the Community. • Serves as coordinator for Ramsdell Theatre operation. • Oversees facility maintenance functions for a variety of City Buildings including: City Hall, Ramsdell Theatre, DPW, WWTP, etc. • Oversees the City Rental Registration program.
Part-time Administrative Assistant	.50	<ul style="list-style-type: none"> • Provides part-time administrative and clerical support to the Director and the Community Development Department.

Caretaker	0.50	<ul style="list-style-type: none"> Responsible for general maintenance, upkeep and support of Ramsdell Theatre. Handles set up, event handling, and tear down for all events held at the Ramsdell Theatre. Supervises part-time and seasonal staff assigned to the Ramsdell Theatre utilized for general maintenance functions and event support.
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Current Organization of the Community Development Department

City of Manistee, Michigan



Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> Provide services from 8:00 AM to 5:00 PM.
Coverage Area	<ul style="list-style-type: none"> Boundaries of the City.
Codes Administered and Enforced	<ul style="list-style-type: none"> City Zoning, Building and Property Maintenance Codes. Relevant state statutes. Historic District Ordinance.
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> Coordinates building maintenance services for municipal buildings.
Current Services Provided with, to or by another Governmental Agency	<ul style="list-style-type: none"> Rental Rehab for County. Rental Inspections for Housing Commission.

Service Levels / Operational Environment	
Characteristic	Description
Training and Certification	<ul style="list-style-type: none"> • Certified Building Inspector and Plan Reviewer. • Certified Zoning Administrator.
Technology Utilized	<ul style="list-style-type: none"> • BSA Permit Software. • ESRI GIS

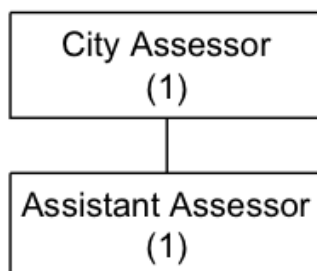
4. CITY ASSESSOR

City Assessor <p>The City Assessor is responsible for the development and maintenance of the City's tax rolls. This includes maintaining all records relating to real and personal property within the City. The Department also prepares the annual assessment roll. The Department also administers exemptions, such as poverty and homestead, industrial facilities, and personal property exemptions.</p>		
Assessor	1.00	<ul style="list-style-type: none"> • Reports to the City Manager. • Oversees the daily operation and management of the Department, including development and monitoring of the Department's budget, supervision of staff, supervision work performed by contract, etc. • Prepares annual assessment roll. • Utilizes assessment software. • Conducts comparables sales search and analysis. • Conducts inspections of commercial, industrial and multi-family properties. • Completes the City's economic conditions report & land valuation. • Ensures compliance with City, County and State tax assessment mandates and schedules. • Review sales data and ensure County has "uncapped" appropriate parcels. • Proactively identify taxable property (e.g., unpermitted work, undocumented personal property, etc.). • Serves as secretary to the Board of Review. • Processes a variety of tax exemptions. • Issues local unit denials of principal residence exemptions.

Assistant Assessor	1.00	<ul style="list-style-type: none"> • Reports to the City Assessor. • Provides customer service to citizens. • Assists citizens with exemption applications. • Enters all data into the software system, including field cards completed by the contractor. • Assists the Assessor in conducting field inspections, as needed. • Provides general office support, including answering phone, filing, etc. • Updates data in system, such as homestead exemptions, values resulting from completion of permitted work, etc. • Prepares and distributes notices, such as denial notices. • Provide support to the Board of Review, including processing appeals, correcting errors, etc. • Maintains a variety of spreadsheets, including vacant land, arms-length transactions (for 'uncapping'), foreclosures, abandonments, etc.)
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Presented below is the plan of organization for the Assessing Department.

**Current Organization of the
Assessing Department**



Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> • Ensures coverage from 8:00 to 5:00 PM.

Service Levels / Operational Environment	
Characteristic	Description
Coverage Area	<ul style="list-style-type: none"> • Municipal boundaries of the City of Manistee. • Department does not provide services externally.
Training and Certification	<ul style="list-style-type: none"> • Position requires a Level II certification. • Current Assessor maintains a Level III certification.
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> • Cyclical inspections for residential parcels.
Current Services Provided with, to or by another Governmental Agency	<ul style="list-style-type: none"> • None.
Technology Utilized	<ul style="list-style-type: none"> • Utilizes the BS&A software. • GIS software. • No field access (e.g., entry of field inspection data) into Assessing system.

5. DEPARTMENT OF PUBLIC WORKS

Department of Public Works

The Department of Public Works provides a variety of services within the City. This includes the preventive maintenance, repair and management of the City's infrastructure. The Department is responsible for maintaining municipal grounds, streets, parks, fleet and beaches. The Department oversees leaf removal, snow plowing, and beach maintenance programs. While there is a separate wastewater treatment operation, the Department oversees the maintenance and repair of the water distribution and wastewater collection lines.

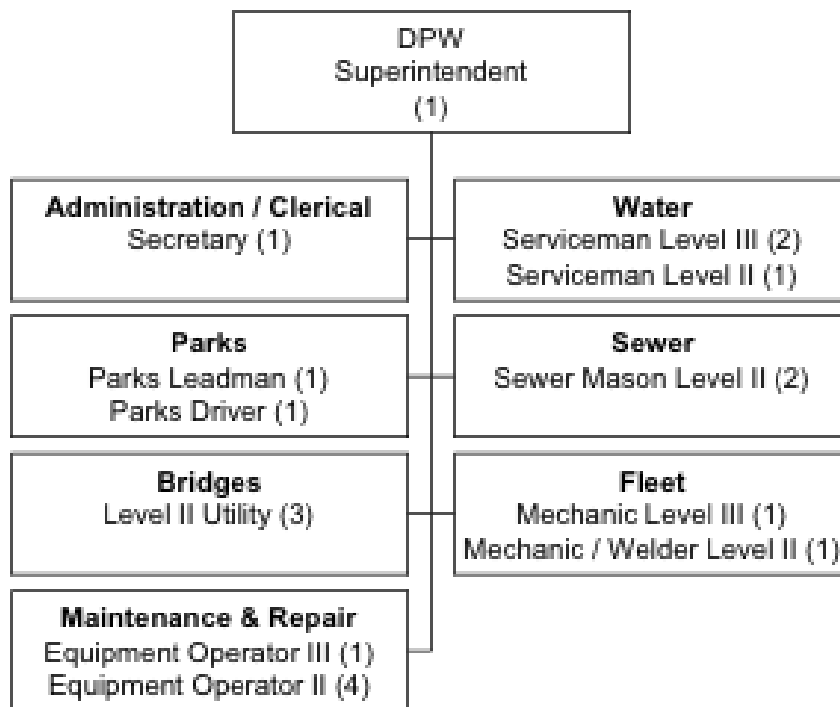
Superintendent	1.00	<ul style="list-style-type: none"> • Reports to the City Manager. • Responsible for the day-to-day operations and management of the Department of Public Works, including: <ul style="list-style-type: none"> – Budget development and monitoring – Procurement of goods and services – Supervisions and performance evaluation of employees – Determine work tasks, projects and assignments for staff. – Prioritizing activities of the Department. – Oversee vehicle and equipment related policies for the City, including assignment, specifications utilization and replacement guidelines. • Provides administrative and clerical support to the Department, including answers phones, process customer complaints and / or request for services, and maintains Department's files and records.
Secretary	1.00	
<u>Water</u>		
Serviceman Level III	2.00	<ul style="list-style-type: none"> • Reports to the Superintendent of Public Works. • Install and replace meters, including completing a meter conversion program (to radio reads). • Respond to service requests (e.g., low water pressure, leaking meter, etc.) • Conduct leak detections. • Turn on / turn off service as requested. • Perform utility mark outs for Dig Safe. • Flush water distribution system. • Enterprise funded Division.
Serviceman Level II	1.00	
<u>Sewer</u>		
Sewer-Mason Level II	2.00	<ul style="list-style-type: none"> • Report to the Superintendent of Public Works. • Conduct activities from April 1st until early December / first snow. • Maintain and clean all catch basins, storm and sanitary sewer lines. • Respond to and repair back ups of lines. • Provide support to Water Division, as needed. • Perform utility mark-outs for Dig Safe. • Enterprise funded Division.

<u>Parks Department</u> Parks Leadman Parks Driver	1.00 1.00	<ul style="list-style-type: none"> • Report to the Superintendent of Public Works. • Responsible for the maintenance of all municipal grounds. • Maintain all City parks, including facilities. • Comb two beaches in the City. • Clean City's fish cleaning station. • Collect garbage in City parks and along the River Walk. • Prepare parks for special events. • Conduct safety inspection of park equipment (playgrounds). • Utilize seasonal staff to maintain grounds and parks during growing season. • During winter months assist with snow removal.
<u>Fleet:</u> Mechanic / Welder Level III Mechanic Level III	1.00 1.00	<ul style="list-style-type: none"> • Report to the Superintendent of Public Works. • Responsible for the maintenance and repair of the City's fleet. • Utilizes Barney Fuel system. • Conduct preventive maintenance and repair activities on fleet, including oil and fluid changes, safety inspections, replace brakes, etc. • Coordinate contracted out work (e.g., contact vendors, transport vehicles, etc.)
<u>Bridges</u> Bridge – Level II / Utility Level II	3.0	<ul style="list-style-type: none"> • Report to the Superintendent of Public Works. • Three employees working part-time hours to provide coverage as needed for Maple Street Bridge. US 31 Bridge (MDOT) is staffed with full-time employees. • Operate bridges from May through October from 7:00 AM to 11:00 PM, Mondays through Saturdays. • Operate two bridges – one of which is a contract for MDOT.

<u>Maintenance and Repair</u>		
Equipment Operator Level III	1.00	• Report to the Superintendent.
Equipment Operator Level II	4.00	• Receive work assignments from the Superintendent on a daily basis.
		• Responsible for maintaining the City's trees, including tree trimming, removal, and planting.
		• Responsible for brush removal.
		• Sweep streets, including the entire City annually and the downtown area twice weekly.
		• Perform a variety of facility projects, including painting and carpentry work.
		• Patch potholes.
		• Plow snow.
		• Collect trash from municipal bins throughout the City.
		• Remove leaves and compost.
		• Install street signs.
		• Clean the City's beaches.

Presented below is the plan of organization for the Department of Public Works.

**Current Organization of the
Department of Public Works**



Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> • Bridge Tenders work from May until the end of October and provide coverage in four hour increments from 7:00 AM to 11:00 PM, Mondays through Saturdays. • Crews work Monday through Fridays from 7:30 to 3:30 PM.
Coverage Area	<ul style="list-style-type: none"> • Provides services to the entire City, as well as some State infrastructure under contract (e.g., bridge).
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> • Contracts out a number of services, including: <ul style="list-style-type: none"> – Sidewalk installation / replacement. – Major installation and repair of water and sewer mains – Televising of sewer lines – Paint and body work for fleet – Fire apparatus maintenance – Fertilizing and irrigation services – Preventive maintenance and construction of roads / pavement – Residential refuse collection – Sidewalk snow removal / DDA / selected routes
Current Services Provided with, to or by another Governmental Agency	<ul style="list-style-type: none"> • Contract in bridge operations for Michigan Department of Transportation (e.g., US 31). • Informal assistance/sharing as needed (e.g., equipment, emergency response, etc.)

6. WASTEWATER TREATMENT PLANT

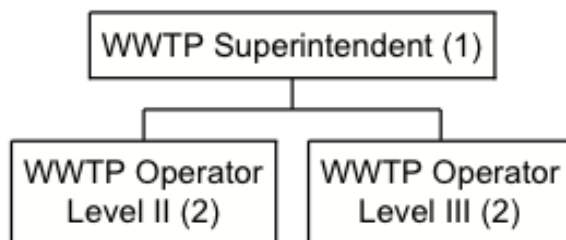
Wastewater Treatment Plant

The Wastewater Treatment Plant is responsible for the management and maintenance of the City's water and wastewater treatment systems. The City operates a wastewater treatment plant and handle production and treatment of water from municipal wells.

Superintendent	1.00	<ul style="list-style-type: none">• Reports to the City Manager.• Manages the day-to-day operations of the Wastewater Treatment Plant.• Supervise staff and assign work, as necessary.• Develop policies and procedures.• Develop and monitor the Department's budget.• Coordinate contract services.• Assist with master planning of water / wastewater systems.• Identify and manage special projects.• Oversees the separation of the combined sewer and sanitary lines.
WWTP Operator Level III	2.00	<ul style="list-style-type: none">• Handle all operational aspects of WWTP including general maintenance, plant operations, and preventive maintenance.• One staff member primarily assigned to lab operations including required sampling.
WWTP Operator Level II	2.00	

Presented below is the plan of organization for the Wastewater Treatment Plant for the City of Manistee.

Current Organization of the Wastewater Treatment Plant



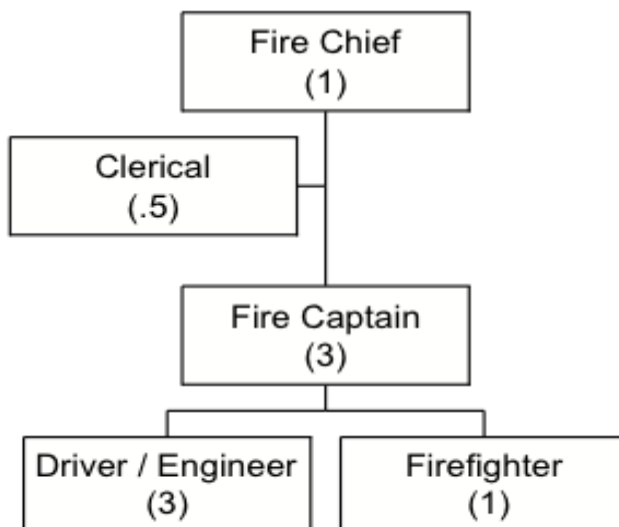
Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> • Various schedules, the plant is staffed seven days per week, including: <ul style="list-style-type: none"> – (1) Wastewater Operator Level II – Monday through Fridays 8:00 AM to 4:00 PM – (1) Wastewater Operator Level II and (2) Wastewater Operator Level III – work a round robin with either 7 on, 2 off or 8 on, 4 off from 6:00 AM to 2:00 PM.
Codes Administered and Enforced	Compliance with State and Federal WWTP operating regulations.
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> • Tank painting and inspections. • Engineering services.
Certifications	Staff of the WWTP currently have the following certifications: <ul style="list-style-type: none"> • 1 Level D licensed WWTP Operator. • 2 Level C licensed WWTP Operator. • 1 Level B licenses WWTP Operator.
Current Services Provided with, to or by another Governmental Agency	<ul style="list-style-type: none"> • Treatment of wastewater from outside the municipality.
Technology Utilized	<ul style="list-style-type: none"> • Department utilizes a SCADA system. However, system has some limitations due to age.

7. FIRE DEPARTMENT

Fire Department The Manistee Fire Department (MFD) is responsible for the delivery of fire, rescue and EMS services in the City of Manistee. The Fire Department operates from a single fire station, located centrally within the City. Neighboring departments are generally made up of volunteer personnel, with whom the MFD frequently operates on a mutual aid basis. The Fire Department provides for BLS (basic life support) EMS using on-duty personnel. EMS transport provided by West Shore Medical Center.		
Chief Part Time Clerical	1.00 0.50	<ul style="list-style-type: none"> • Reports to the City Manager. • The Chief is responsible for the management and oversight of the Department, its services and staff. • The Chief develops and manages the Department's operating and capital budgets. • Develop annual and periodic performance reports, as well as the Department's goals and objectives. • Responds to emergencies as additional staff and as incident commander. • The Assistant provides administrative and clerical support to the Chief and the department including time sheets, payroll and budget related issues.
Fire Captain Driver / Engineer Firefighter	3.00 3.00 1.00	<ul style="list-style-type: none"> • Fire Captains are working supervisors who are responsible for staffing units and for providing direction to on-duty personnel. • Driver / Engineers are primarily responsible for the safe operation of their assigned apparatus as well as for providing primary services. • Firefighters are typically the newest employees who are also responsible for delivering services including fire, rescue and EMS. • Minimum staffing s for two (2) personnel to be on duty. Staff work rotating 24-hour shifts.

Presented below is the plan of organization for the Fire Department for the City of Manistee.

Current Organization of the Fire Department



Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> The Fire Department operates 24 hours per day. Staff work rotating 24-hour shifts.
Coverage Area	<ul style="list-style-type: none"> Services are citywide with mutual aid responsibilities in conjunction with neighboring volunteer fire companies.
Training and Certification	<ul style="list-style-type: none"> Staff are certified structural firefighters and must also possess an EMT certification.
Codes Administered and Enforced	<ul style="list-style-type: none"> The Fire Department is responsible for inspecting and enforcing life safety codes in the City. On-duty personnel are responsible for conducting routine inspections.
Statutory Regulations Governing Service Provision within Department	<ul style="list-style-type: none"> The Fire Department is subject to statutory requirements relating to fire and EMS (medical) service delivery.
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> The City neither contracts nor outsources services provided by the Fire Department.

Service Levels / Operational Environment	
Characteristic	Description
Current Services Provided with, to or by another Governmental Agency	<ul style="list-style-type: none"> The Fire Department is engaged in mutual aid service delivery with its neighbors. These reciprocal agreements provide for no payment but are standard mutual aid contracts. Contracts are in place for both immediate neighbors.
Known Future Changes that Will Impact Service Area	<ul style="list-style-type: none"> There are no major changes to the Fire Department's service area that will impact services. The current service area is quite varied and offers a number of unique challenges to the Fire Department. This includes multiple waterfronts, large construction, draw bridges, residential, institutional, etc.
Technology Utilized	<ul style="list-style-type: none"> Technology that is utilized is standard for a Fire Department of this size. Apparatus are modern with advanced tools and equipment. Medical units are also modern with all required BLS equipment available.

The following table provides a summary of several key workload indicators for the Manistee Fire Department:

MFD Annual Totals	2006	2007	2008
Fire Runs	78.3	111.5	174.3
Fire Run Clean-up	30.0	62.3	52.5
Non-Fire Runs	76.6	154.4	92.1
Non-Fire Run Clean-up	49.5	61.1	51.1
Rescue Runs	628.4	598.2	582.4
Rescue Run Clean-up	353.2	330.3	355.4
Building Inspections	206.2	148.4	104.5
Pre-Fire Planning	17.3	71.0	7.3
Michigan Right-To-Know	12.0	26.0	14.0
Pumping Hydrants	87.3	4.3	205.3
Snow Removal - Hydrants	15.0	33.0	72.3
Testing Hydrants	20.0	6.0	76.3
Test/Repair Hose Sections	130.2	133.3	140.0

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MFD Annual Totals	2006	2007	2008
Training In-house	548.0	626.3	512.3
Formal Training	191.1	244.0	92.3
Vehicle & Fire Equipment Maintenance	1,172.5	1,180.5	1,173.3
Building Maintenance	1,328.3	1,284.3	1,191.0
Fire Prevention & Safety Programs	182.3	149.0	225.0
Reports	956.3	919.5	893.3
Station Tours	188.2	116.3	92.2
Answer Water & Sewer Dept Emergency Calls	23.2	41.2	36.2
Errands	557.2	484.2	551.3
Standby	15.4	12.2	26.6
Other Activities	263.5.30	437.0	459.6
TOTAL HOURS	7,133.4	7,237.3	7,183.2
# of Fire Runs	27	21	31
# of Non-Fire Runs	117	163	155
# of Rescue Runs	783	713	662
Total Runs	927	897	848
# of Tours	270	111	77
# of Visitors on Tours	1,847	566	282

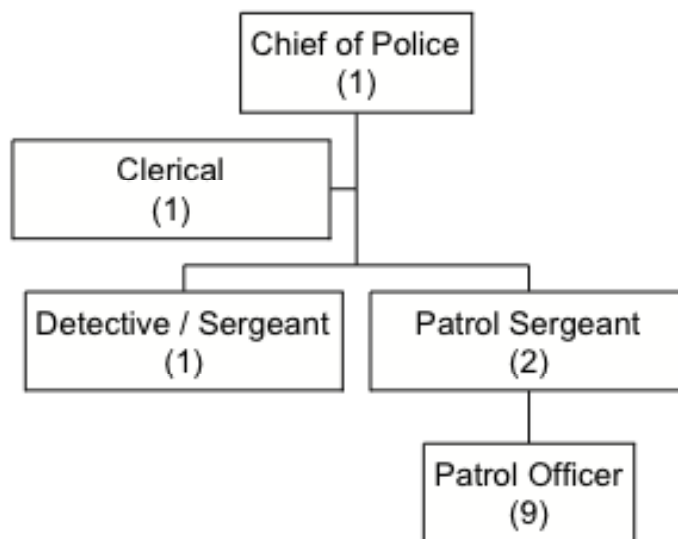
8. POLICE DEPARTMENT

Police Department The Manistee Police Department (MPD) is responsible for providing law enforcement services Citywide. The MPD is the primary law enforcement provider within the City limits. Additional law enforcement resources in the County include Sheriff, State Police and Tribal personnel. The Police Department is responsible for responding to calls for service, delivering proactive law enforcement and for providing follow-up investigations on more serious or trend-related crimes. The Department provides services 24 hours / day.		
Chief Clerical	1.00 1.00	<ul style="list-style-type: none"> • Reports to the City Manager. • The Chief is responsible for the management and oversight of the Department, its services and staff. • The Chief develops and manages the Department's operating and capital budgets. • Develops annual and periodic performance reports, as well as the Department's goals and objectives. • Troubleshoot problems and monitor the overall direction of the Department. • The Clerical provides administrative and clerical support to the Chief and the department. This includes confidential secretary duties, staffing the Department's information counter during business hours and general administrative support.
Detective / Sergeant	1.00	<ul style="list-style-type: none"> • Responsible for conducting follow-up investigations. This includes determining which cases should be followed-up (some are handled by patrol personnel), conducting interviews and collecting evidence, process some evidence, transporting evidence to and from criminal labs, etc. • The Detective Sergeant will also respond as back-up for personnel during the day shift. • Generally, the Detective is on-duty Monday – Friday, business hours.

Sergeant	2.00	<ul style="list-style-type: none"> Patrol personnel are responsible for responding to calls for service, providing routine proactive patrol and for assisting one another. Staff work with a targeted minimum of 3 in the evenings, and 1 or 2 during other times of the day. Day shift may be allowed to drop due to coverage from the Chief and Detective / Sergeant. Sergeants, while working as supervisors, also handle calls and perform other routine line functions. Patrol officers are responsible for performing patrol and all other routine law enforcement functions.
Patrol Officer	9.00	

**Current Organization of the
Police Department**

City of Manistee, Michigan



Service Levels / Operational Environment	
Characteristic	Description
Hours of Operation and Schedule	<ul style="list-style-type: none"> • Department counter operation is open between 8:00 AM to 5:00 PM (closed between 12:00 PM and 1:00 PM) • Detective is available, typically, Monday – Friday 8:00 AM – 4:00 PM. • Patrol is provided 24 hours / day.
Coverage Area	<ul style="list-style-type: none"> • The Police Department responds to all law enforcement issues within the City limits of the City of Manistee. • There are no routine mutual aid agreements in place other than a recently adopted Tribal agreement adopted by the City during the summer. • The Department provides access to training, etc. for a number of Tribal police officers – but has not patrol responsibility for Tribal areas.
Training and Certification	<ul style="list-style-type: none"> • Personnel are required to maintain law enforcement initial and on-going certification. This includes meeting the requirements as set forth by the State.
Codes Administered and Enforced	<ul style="list-style-type: none"> • The Police Department is responsible for enforcing all applicable State laws and City ordinances.
Statutory Regulations Governing Service Provision within Department	<ul style="list-style-type: none"> • The Police Department operates under a wide range of legal requirements.
Current Services Outsourced / Contracted	<ul style="list-style-type: none"> • The Police Department utilizes a number of Tribal police officers are part-time officers. This enables the City to cover special needs (festivals) or to reduce reliance on overtime. This also allows Tribal police officer to meet certification requirements.
Current Services Provided with, to or by another Governmental Agency	<ul style="list-style-type: none"> • See above. Also, the City has recently entered into an agreement with the Tribal Police to provide backup services, as needed, to the Manistee City Police Department.
Known Future Changes that will impact service area	<ul style="list-style-type: none"> • There are no significant changes that will impact the Police Department or its service area.
Technology Utilized	<ul style="list-style-type: none"> • The Police Department utilizes modern vehicles equipped with computers for enhanced communications / access to information.

The following table provides a summary of several key workload indicators:

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Factor / Year	2006	2007	2008
Calls For Service	1,398	1,147	1,578
Felony Arrests	81	107	106
Misdemeanor Arrests	754	927	804
Drunk Driving Arrests	n/a	103	87
Traffic Citations	708	1,566	1,015

3. BEST MANAGEMENT PRACTICES ASSESSMENT AND IDENTIFICATION OF EXISTING SERVICES IMPROVEMENTS

3. BEST MANAGEMENT PRACTICES ASSESSMENT AND IDENTIFICATION OF EXISTING SERVICES IMPROVEMENTS

This chapter represents an important component of the evaluation of the existing operational and organizational approaches to providing service delivery within the City of Manistee. In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of measures or “best management practices” against which to evaluate the various direct service provision functions of the City of Manistee.

The measures utilized have been derived from the project team's collective experience and represent the following ways to identify divisional strengths as well as improvement opportunities:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other cities or “industry standards” of the profession from other research organizations.
- Identification of whether and how the Department meets the performance targets.

The purpose of the diagnostic assessment was to develop an overall assessment of these various divisions and identify opportunities for improvement under the existing organizational structure and service delivery approach. A later chapter looks at opportunities for improvement that are related to significant changes in either service delivery approach or organizational structure.

The identified opportunity for improvement serves as a recommendation for change that would improve existing service delivery or management of the operation.

The best management practices are presented by major functional unit. Following each table, is a short summary of the major opportunities for improvement and a recommended action.

There are several general observations regarding the current operations of the City of Manistee that should be noted and discussed upfront that place the following assessment into context. The project team noted that the City of Manistee has taken a number of steps and implemented numerous operational practices to address the financial condition of the City and improve operations. The following points should be kept in mind when reviewing and considering the remainder of the report and the recommendations contained within it:

- The City of Manistee is providing a full-range of municipal services with a relatively small component of employees. At the start of the study, there were a grand total of 61.5 employees for the entire City of Manistee. It should be noted that there was a general perception during the citizen meetings that the workforce is much larger for the City than is actually in place. This points to the need for an enhanced public education effort by the City to educate the citizens about general service delivery approaches, service levels, and the size of the government.
- The City of Manistee is faced with a citizenry composed of two district groups with differing service desires and expectations. These groups include the “year round” residents who generally have a higher desire and expectation regarding the level of services provided and “seasonal” citizens who are typically present in Manistee only during the summer months and, on average, have a need and desire for fewer City Services. This difference in service expectations make the policy decisions regarding service levels more difficult than in communities with a more traditional citizen-base.
- The City is already making extensive use of contractual services throughout the organization as a means of both controlling the number of full-time employees, but also as an alternative service delivery approach. For example, the following table summarizes services that are provided (in whole or in part) by the Public Works Department through contractual arrangement:

Refuse Contract	Spring Track Pick-Up
Yard Waste – Bags	Maple Street Bridge
Stump Grinding	Snow Removal / hauling
Sidewalk Replacement	Cross-walk replacement
Electrical Work	Paving – Water – Sewer Holes
Large Concrete Work	Maintenance on overhead doors
Roofing	Crane Services
Boat Ramp	New tree plantings
Large water taps	Sewer Televising
Power Washing – Downtown / Riverwalk	Maintenance on Riverwalk and parking lots
Grading Alleys	Grading of Beaches
Some tree removal services	

- Similarly, the City makes extensive use of “cross-training” employees throughout the organization to cover functions that in other communities may not be performed by a single individual. Some specific examples include the extensive cross-utilization of Public Works employees and the assignment of facility maintenance oversight to the Building Inspector. Similarly, the functions of Finance, City Clerk, and Treasurer have been combined under a single manager for oversight, management and control.

The project team would note that overall, the City is performing and providing the “normal” mix of community services in a professional and efficient manner. In reviewing the services provided by each individual Department, there were few examples of services that would traditionally be deemed as “non-essential” or “non-core” services. A few of these that could traditionally be classified in this manner, but have been provided based upon either formal Policy decisions and/or community desire include the following:

- Rental Inspections,
- Ramsdell Theatre Operation,
- Beach Operation,
- Boat Ramp Operations,
- Fish Cleaning Station, and
- City Property Maintenance Code Enforcement (at the proactive level).

These services, while not unique to Manistee (especially given its location geographically) are ones that many communities of similar size would not maintain or necessarily classify as a basic City service. However, in evaluating these operations overall, in consideration of public comments received and discussing with staff and others regarding the prior policy decisions made to provide these services, the project team does not find them unwarranted or inappropriate but rather a key component of the “basic fabric” of the community that Manistee is positioning itself to be.

The situation regarding the Ramsdell Theatre, in particular, will be discussed in more detail in a later section of the report as this service, of all those listed, would most easily be classified into the non-essential category – though it is clearly one that plays a significant role in defining the community.

The following sections detail current operating practices and opportunities by functional area.

1. CITY MANAGER’S OFFICE.

Best Practice	Strength	Opportunity for Improvement
Establishment of annual work plan and annual goals for the City Manager by the City Council.	The City Manager and elected officials discuss and establish annual goals for the City Manager. This study will contribute to the future direction / goals of the City Manager for the next several years for implementation.	
Monthly group meetings with all department heads to discuss major issues and areas which may require cooperation among departments.	The City Manager meets more frequently with department heads to discuss critical and pending issues in each department.	

Best Practice	Strength	Opportunity for Improvement
Annual in depth review of each department by the City Manager conducted as part of performance evaluations.	The City Manager conducts annual performance evaluations of each department head.	
At least annual review of the City Manager by the City Council.	The City Manager receives an annual performance review by the City Council.	
Periodic review with City's elected officials of current issues, priorities and programs.	The City Manager and elected officials have undertaken a series of efforts to establish a vision and strategy for the City, compare the City's services to other communities, solicit citizen input, and evaluate programs. This effort has continued with the current operational assessment underway.	
Works with other agencies in the City, County and State to develop partnerships and cooperation.	The City Manager interacts frequently with other governmental agencies and staff to discuss and evaluate opportunities for expanded cooperation and partnership on services delivered.	
Develops and implements a City economic vitality plan with specific goals, objectives and an activity plan.	The City is involved with groups, including the Alliance for Economic Success; that focuses on developing the City and region economically.	
An effective community outreach effort is undertaken to keep the public informed of major activities occurring with the City regarding services, budget issues, and solicit input from residents.	The city has undertaken some significant outreach efforts over the last several years to increase citizen input (including community surveys, strategic planning, etc.). Additionally, a variety of documents are shared publically to maintain awareness of City efforts and programs.	During focus groups, it was clear that despite prior efforts of the City to communicate with residents, there is still a significant amount of mis-understanding regarding existing services, staffing levels, and financial operations of the municipal organization. Additional outreach efforts should be undertaken to increase the public's understanding.

The City Manager provides overall administrative oversight for the City of Manistee and works with the elected officials in determining the vision, strategy for the community and implementing policy directions adopted by the Council. As noted, there are several strengths in the approaches taken to administration of the City and interaction and oversight of the Department Directors. The key observation noted regarding an area of additional focus is a more effective outreach and public communication effort to inform residents of the current state of the City's operations and service provision.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The City Manager should develop additional outreach mechanisms (such as additional information on website, articles for newspaper / newsletters, and community meetings) to inform the public of actual current services provided, service levels, and potential changes that are under consideration.	A greater understanding by the public (for those that choose to avail themselves of the opportunities to become more informed) will enhance the understanding and interaction between the municipal operation and the City of Manistee residents. As noted during the community meetings, many residents have misperceptions regarding both existing services provided, service levels, and basic operating practices of the City.	Development of a communication / public outreach effort that makes additional use of opportunities to disseminate information regarding existing City programs, performance and financial details, and maintain dialogue regarding major issues. It is not anticipated that any significant funds are necessary to implement.

2. FINANCE / CITY CLERK / TREASURER

Best Practice	Strength	Opportunity for Improvement
An integrated financial system is utilized for all financial transactions.	Key financial transactions are handled through the financial system.	However, this system is not fully integrated to handle all existing financial transactions (i.e. – purchasing, payroll). No online payment for fees, fines, city services is available.

Best Practice	Strength	Opportunity for Improvement
Financial services staff are cross-trained for critical accounting processes.	While staff allocated to financial services is small, staff has been cross-trained to cover critical financial functions.	
Financial service staff receives appropriate training and professional development.		Like many areas of the City, training is somewhat limited for staff but critical functions / skills are covered. Further opportunities for skills enhancement / development are needed.
Purchase requisitions and orders are used.	Procurement functions have increased in the level of consistency in practice.	The City does not have a centralized procurement function, nor a centralized procurement numbering / control procedure. Purchase cards are not utilized.
The purchasing system has been automated. Purchase requisitions can be generated electronically, approved electronically, and purchase orders issued electronically.		The City does not have a centralized or automated procurement process.
Departments can check the status of vendor payments on-line.	Departments receive monthly reports of account balances.	Not all staff have the ability to independently access current status of accounts and payments online.
There are detailed procedures for preparing, adopting, monitoring, and amending the budget.	Procures are in place regarding preparation, adoption and modification of the budget.	
Goals, objectives, and performance measures are incorporated into the budgeting process.		The budget has not been established as a performance budget incorporating detailed performance measures for operating departments.
The City has a multi-year financial plan.	Revenues and expenses (including capital expenditures) are trended and reviewed over multiple years.	

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Best Practice	Strength	Opportunity for Improvement
Periodic financial statements for all funds are prepared and presented to the City Council including a comparison of YTD against adopted budget.	Periodic reports and statements of the City's financial condition are prepared and distributed throughout the organization.	
The City has adopted an investment policy in compliance with applicable state statutes.	The City makes investments in accordance with applicable state statutes.	
The City retains independent auditors to audit financial records and prepare a CAFR annually.	The City's financial records are appropriately audited annually.	
The City's financial statements receive an 'Unqualified Opinion' from the City's independent auditors.	No major issues / findings have been identified during recent audits regarding the financial statements.	
All disbursements are supported by adequate documentation (invoice, receiving report, purchase order).	Financial staff requires approval at the departmental level prior to payment. Appropriate documentation is required to support all requests for payment.	
Invoices are reviewed and approved before payment is made.	This is the standard practice in Manistee.	
Accounts payables are processed in sufficient time to obtain discounts.	Where appropriate, discounts are taken on accounts payable.	
Accounts payable has streamlined accounts payable processes by making payments electronically.		Payments are not conducted electronically.
All employees file time/attendance reports. The time/attendance reports are reviewed and approved by an appropriate supervisor.	All employees' time and attendance is monitored and approved by a relevant supervisor.	
Electronic check payment for payroll is encouraged and usage is high.	While financial staff encourage the utilization of direct deposit, it is not mandatory.	It is estimated that only 50% of staff utilize direct deposit.
Payroll is processed and issued on a biweekly basis.		The City conducts payroll weekly.

Best Practice	Strength	Opportunity for Improvement
There are records to account for vacation and sick leave earned and taken by employees.	Departments maintain documentation to support leave time requests and balances.	Official leave time records are maintained manually.
A web-based payroll information system is utilized with City employees submitting their bi-weekly time and attendance information via the web-entry system.		The City of Manistee does not utilize a central time and attendance approach / system for all departments let alone a web-based one. Entry of working hours is centralized in Finance.
The City deposits revenue timely with the vendor bank.	City practices require timely deposit of funds received by the City.	
Bank statements, related canceled checks, and validated deposit tickets are reviewed and reconciled to the accounting balances.	All bank accounts are appropriately reconciled on a routine basis.	

The Finance Director serves a broad range of functions beyond finance including Technology Director and some human resources functions. While there are many strengths present within the Financial operation, several opportunities for improvement were identified. Key opportunities and recommendations for improvement (under the existing service delivery approach) are summarized in the following table along with a summary of the service impact and the action necessary to implement and identification of any significant cost associated with the recommendation:

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The City needs to expand use of basic technology to automate further and upgrade certain financial practices including time and attendance tracking and processing, procurement functions (purchase order numbering and generation).	Reduced staff time in handling manual processes and increased level of consistency between departments and greater conformance to adopted policies.	Identification of suitable off-the shelf software systems necessary to enhance the procurement and time / attendance / payroll processing.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The City should consider moving to bi-weekly payroll processing and requiring direct deposit for payroll checks.	Significant time is spent weekly in the processing of payroll at the present time. The requirement for electronic deposit of payroll checks reduces staff processing / administrative time.	Negotiation may be required with employees prior to imposition of a requirement for direct deposit or a change in the payroll frequency.
Additional training should be sought for Financial Staff.	With a small workforce, and the cross-utilization of staff, employees assigned Finance should be provided appropriate training opportunities to expand their skill sets.	Identification of training needs by employee and providing funding for attendance at sessions.

3. COMMUNITY DEVELOPMENT.

Best Practice	Strength	Opportunity for Improvement
Is the lead responsibility for the processing of zoning permits and development review board approvals centralized within the Community Development Department?	The Community Development department is the lead for all development reviews and approvals. Conducts all reviews of applications prior to submittal to planning commission, zoning board of appeals, or historic district commission.	
Are there established turnaround times for zoning permits and DRB approvals?	The Department has established guidelines for review of applications and set schedules for items to be placed on the various commission meeting agendas. These schedules dictate work activities especially in the week prior to commission meetings.	
Does the department offer a pre-application conference to handle any potential issues proactively and inform the applicant about all City requirements?	Staff is available as needed to meet with any applicant to discuss potential applications, discuss development requirements and guidelines, and provide assistance regarding compliance with City ordinances and regulations.	

Best Practice	Strength	Opportunity for Improvement
Does the department have a process to ensure that the overall development review process is coordinated with other appropriate City departments?	The Department coordinates with other City Departments as necessary to get their review, feedback and comments regarding submitted applications.	
Is the zoning ordinance and the master plan up-to-date?	The City's zoning ordinance was last updated on 12/11/08 and the master plan is dated 2002. The City also maintains a variety of other planning documents (all available on the website) including the Peninsula Master Plan.	
Building Inspector responds to inspection requests within one workday.	Most requests for inspections are handled within one work day of request. The staff is extremely responsive to the needs of contractors in having inspections conducted.	
Inspection requests are accepted until 7:00 AM the day inspections are to be completed.	The Building Inspector accepts requests for inspections continually and if possible, will conduct inspection within same day.	
An automated voice-activated inspection request system (IVR) is utilized.	While no IVR system is utilized, given the size of the City and the fact that the Building Inspector can be reached by cell-phone directly, there is no need for one at this point in time.	
Combination inspectors are utilized.	The Building Inspector conducts inspections in various trades with limited inspections being conducted by individuals external to the organization.	
Building permit plan checking is accomplished concurrently by all of the departments/divisions involved in the process.	Concurrent review is conducted for applications where review from staff external to Building Inspections is required.	

Best Practice	Strength	Opportunity for Improvement
The level of staffing for plan checking and inspection is commensurate with workload.	Staffing of 1 individual for Building Inspections is the minimum level that can handle the plan review functions. Auxiliary duties assigned to the this position (Ramsdell Theatre, code enforcement, etc), require time away from primary function of plan review but at present have not resulted in an impact on the ability to complete reviews in a timely manner.	
Code violation complaints are prioritized in order of priority and inspections scheduled accordingly (e.g., respond to police referrals in 8 hours)	The Building Inspector prioritizes all complaints received to determine scheduling priority. Consideration is also given to other workload (i.e. – building inspections) in determining response time for scheduling and completing inspections on complaints.	
All code enforcement calls have an initial field inspection and response within 5 days of assignment.	The Building Inspector conducts investigations promptly and adjusts work activities and inspection schedules to address the most pressing complaints first. Most inspections are conducted well within the targeted 5 day response.	

Of particular note in this Department is the extensive “auxiliary” duties that have been assigned to staff within this department that are outside of the traditional community development functions. These must be taken into consideration when evaluating service levels and appropriate staffing and demonstrate the extent to which the City of Manistee has utilized individual skills to assign additional duties to staff (even when they fall outside the typical areas of responsibility for a position). For example, the following points summarize some of the more significant additional duties being performed by staff:

- **Community Development Director** performs grant writing functions for many areas of the City including those outside the direct community development arena. Additionally, he assists staff from the Finance Department in serving as the insurance administrator for the City of Manistee.
- **Administrative Assistant** conduct review of minor permit applications (such as signs, fences, driveways, land use, special use and certificates of appropriateness) to determine compliance with City ordinances, regulations and requirements in addition to providing general administrative support to the department and serving as secretary to the various boards and commissions.
- **Building Inspector** serves as coordinator of the Ramsdell Theatre operation and oversees facility maintenance functions for a variety of City buildings including City Hall, DPW facility, WWTP, and Ramsdell Theatre in addition to conducting building plan review, inspections and code enforcement functions.

These cross-utilization efforts have enabled the City to more effectively handle these functions without the need for additional or specialized staff. Existing staff have been able to accommodate these duties without significant impact on their primary functions / duties.

4. ASSESSING DEPARTMENT.

Best Practice	Strength	Opportunity for Improvement
The City Assessor formally plans and schedules work.	The City Assessor plans and schedule works according to timeframes and deadlines established by the State.	
The City Assessor keeps current with legislative changes that affect operations.	The City Assessor is responsible for keeping current with legislative changes that impact operations. The Assessor is responsible for keeping staff and City management informed of such changes.	

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Best Practice	Strength	Opportunity for Improvement
Technical staff meets City and State certification requirements.	The City requires that the City Assessor maintain a Level II certification. The Assessor has a Level III certification and a personal property examiner certification. The Assistant Assessor is a certified level II Assessor and Property Examiner.	
Employees in the Department are cross-trained.	There are only two FTEs in the Department. The City Assessor can perform the duties of the Assistant. The Assistant can perform some limited duties of the Assessor.	
There is adequate separation of duties to ensure that proper oversight is provided to the Department.	There is a separate appellate process, meaning that the person performing the assessments is not reviewing the appeals. This is the Board of Review.	
The City Assessor utilizes a geographic information system to document parcel size, information, location, as well as to make changes to parcels.	The City Assessor utilizes an automated information system that is tied to parcels.	
Are staffing levels in the following ranges: <ul style="list-style-type: none"> • Jurisdictions with fewer than 10,000 parcels=1 appraiser/1,000-1,500 parcels • 10,000 to 20,000 parcels = 1 appraiser to 2,500-3,000 parcels • More than 20,000 parcels = 1 appraiser to 3,000-3,500 parcels 	The City has 4,235 parcels (of which 3,216 are residential). The City Assessor is staffed with 2.0 FTEs and utilizes contract personnel to conduct cyclical residential field inspections for assessments.	
The cyclical inspection program in the City meets State requirements.	The State has extended cyclical inspections from a three-year cycle to a six year cycle. The contract appraiser conducts approximately 500 field inspections per year for re-appraisal (6.4 year cycle). Given that the City Assessor's Department conducts additional inspections, the Department is within State requirements.	

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Best Practice	Strength	Opportunity for Improvement
There is a formal process in place to schedule, track, and document the cyclical program.	The Department has tax assessing software.	With that said, formal targets and tracking have not been established.
The City Assessor conducts inspections of properties, which have been issued a building permit within one month.		The City Assessor typically inspects properties for which a building permit has been issued in March / April, regardless of when the permit was issued.
Inspectors have appropriate technology (e.g., digital camera, hand held computers).	Digital images are used in the field to capture existing conditions.	Field input devices are not utilized in the field for capturing assessing data that links to the assessment software system.
The City Assessor reviews, confirms and maintains sales data.	The City Assessor reviews sales data to ensure arms-length transactions are included in their analysis.	
The City Assessor employs several methods to discover taxable personal property, such as business certificates, sales tax permits, telephone directories, chamber of commerce directories, etc.	The City Assessors utilizes a number of methods, including business registration, newspaper / advertisements, permits, etc.	
The information system utilized by the Department allows for computerized records which document the history and current information of the property, including ownership, description of improvements, sketch of structures, zoning, etc.	The Department utilizes software that allows for the maintenance electronic records of each parcel in the City.	
The City Assessor receives copies of all building permits to identify properties whose characteristics are likely to change.	The City Assessor receives permits from the Building Inspector.	
The City Assessor works with the City Clerk's Office to ensure that business certificates are provided in a timely manner and the information, whenever possible, is provided electronically.	The City Clerk's Office provides information to the City Assessor with respect to new business registrations.	

Best Practice	Strength	Opportunity for Improvement
The Assessor's web site is content driven and provides useful information regarding property dimensions, location, values, etc.	The City Assessor has partnered with its software vendor to provide access to tax records, including sketches and / or pictures. There will be a small fee for access to properties (owners can access their property data for free).	
Front Counter staff receives customer service training annually.	There are two FTEs in the entire department with one administrative support position handling phone and walk in traffic.	Staff does not receive ongoing customer service training.

While there are many strengths present within the existing Assessing operation, several opportunities for improvement were identified. Key opportunities and recommendations for improvement (under the existing service delivery approach) are summarized in the following table along with a summary of the service impact and the action necessary to implement and identification of any significant cost associated with the recommendation:

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
Assessment of each building receiving a certificate of occupancy should occur within one month of issuance.	Rather than reviewing / assessing all new or renovated properties during a two month period, the workload would be spread over the entire year. Initial evaluation would be conducted shortly after issuance of final certificate of occupancy.	No cost – only requires adjustment to operating practice.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
Customer Service training should be provided to staff of the Assessing Department as part of a City-wide customer service training effort.	As one of the departments with the largest interaction with the public (often in difficult or tense situations), staff should be provided periodic customer service training.	This training should be conducted as part of a training session provided to all City-staff with public interaction. One component of the training should be a special focus on training for staff with field responsibilities and intensive interaction with the public (not just limited to Assessing staff). Estimated cost \$1,000.

5. PUBLIC WORKS.

Best Practices	Strengths	Improvement Opportunities
The public works services provided by the City are centralized to capture economies of scale.	The Department of Public Works is responsible for grounds, streets, fleet and parks maintenance. Additionally, the Department is responsible for the maintenance of water and wastewater lines, parking lots and docks.	Typical functions that are usually organized as part of public works departments that are not part of the City of Manistee's Department of Public Works include facilities maintenance and wastewater and water treatment facilities.
The number of organizational layers does not exceed three (the number of layers that one employee would have to report to reach the Public Works Director).	The Department is a relatively flat organization with less than three organizational layers.	
Spans of control are appropriate given the programs and services provided by the Department.	While spans of control are broad, staff is organized around core services with lead workers (e.g., level I, IIs and IIIs).	Spans of control are broad with the Superintendent serving as the Department's one manager. There is one lead worker who supervises one fulltime equivalent and seasonal staff.
Management information systems are in place to assess and evaluate whether public works services are being properly managed and whether objectives are being met.	The Finance Director, who serves as the Chief Technology Officer, has developed an excel spreadsheet to capture some workload data. Additionally, the Department has implemented an asset management program.	The Department has not developed a comprehensive information technology plan. The Department does not have automated management systems in place to assist managers with the evaluation and assessment of services.

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Best Practices	Strengths	Improvement Opportunities
Departmental and staff training needs have been evaluated and identified; a training strategy has been developed, including a management and supervisory development program.		The Department does not conduct a formal staff and department training needs assessment.
A formal safety program is in place that includes training, guidance documents and operational procedures, all of which are prominently posted.	The City has a formal safety program. This is a citywide program.	
Street sweeping service levels are targeted as follows: <ul style="list-style-type: none"> Residential-minimum twice annually. Downtown and other major commercial areas-weekly. 	The City's downtown areas is swept twice weekly during non-snow season.	Residential streets are swept annually. Consideration should be given to providing a different level of service for street sweeping including twice annually on residential streets, and reduction of twice weekly sweeping of the downtown area to a weekly service. Some reductions in sweeping frequencies in the business district were implemented this year with no noticeable impact on satisfaction.
Potholes are patched within one workday of receipt of the complaint.	Potholes are scheduled for correction within one business day of receipt of complaint.	A comprehensive request for service database / log should be maintained to enable staff to track service levels and response time for addressing complaints received.
The Department oversees a mix of preventive maintenance services on the City's streets, such as crack sealing and chip sealing, etc.	The Department patches potholes. All over preventive maintenance and repair of streets are performed by contract.	
The crew sizes utilized for street maintenance are appropriate to the work performed. <ul style="list-style-type: none"> Two-person crews are utilized for pothole patching; and Four-person crews are utilized for skin patching, base repair, and crack sealing. 	The Department utilizes a two-person pothole patching crew. The Department outsources other street preventive maintenance activities.	

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Best Practices	Strengths	Improvement Opportunities
<p>A formal pavement management system has been developed and installed to preserve the Town's pavement and includes:</p> <ul style="list-style-type: none"> • A system to regularly collect pavement condition data based upon a systematic evaluation of the pavement every two to four years; • A computer database to sort and store the collect data; • An analysis that assigns a score to the pavement (0 to 100) based upon the pavement condition; and • A program that evaluates repair or preservation strategies and suggests cost 	<p>The City has developed a formal pavement management system, which is managed by the City's Finance Director and contract City Engineer.</p>	
<p>A sidewalk inspection and repair program is in place that includes:</p> <ul style="list-style-type: none"> • A systematic inspection of sidewalks once every three to five years to identify tripping hazards; • Resolving the tripping hazards within thirty days of hazard identification; and • Use of sidewalk replacement, ramps or grinding to eliminate tripping hazards. 	<p>The Department has developed a priority system with respect to sidewalk repair and replacement (e.g., those near churches, schools and highly utilized roads).</p>	<p>The Department does not currently have a formal, sidewalk inspection program. The Department has not developed a cyclical inspection program to identify tripping hazards on a routine and ongoing basis.</p>
<p>A computerized maintenance management system (CMMS) able to capture individual and crew workload data, costs by different variables (per hour, linear feet, etc.), complaint tracking, and other relevant performance metrics is used.</p>		<p>The Department does not have a computerized maintenance management system.</p>
<p>Contracted resources are effectively used to accomplish the work unit's core business.</p>	<p>The Department has outsourced a number of services, including street reconstruction and maintenance, sewer and water line replacement, televising of sewer lines, sidewalk replacement, etc.</p>	

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Best Practices	Strengths	Improvement Opportunities
Fleet organization is administratively centralized to capture economies of scale.	The Department of Public Works is responsible for the repair and maintenance of the entire City fleet.	
Fleet asset management receives appropriate organizational priority.	Fleet is organized as a division of the Public Works Department. The Department's Superintendent is responsible for establishing fleet related policies and procedures.	
A formal skills assessment and training plan has been developed to keep employees current with changes in the fleet management industry.		A formal skills assessment and training plan has not been developed.
Vehicle replacement cycles are reasonable and in accord with standard industry practice.	The Department's Superintendent has developed fleet replacement guideline, such as: police vehicles are targeted for replacement once every three years, fire ladders are replaced once every twenty years, rescue vehicles replace once every ten years and pick up trucks are replaced once every eight to ten years.	
Focus is on matching vehicle design to meet specific customer job requirements and customers are given ample input into the specification process.	The Department's Superintendent works with City departments to develop specifications for fleet.	
The City's purchases vehicles from regional and / or State contracts.	The City utilizes a number of procurement practices to ensure competitively priced equipment, including State bids and regional Public Work association contracts.	
The focus of the organization is clearly on preventive maintenance services.	The Fleet Maintenance function is focused on prevention and routine maintenance.	
Preventive maintenance services are completed after normal working hours in order to increase convenience to customers.		Fleet staff work normal DPW staff hours and do not perform routine maintenance services after normal operating hours.

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Best Practices	Strengths	Improvement Opportunities
Shop business hours have been set for customer convenience.	Currently, operating hours typically follow standard operating hours for DPW and other departments.	
Warranty recoveries are actively pursued for both repairs and parts.	The Department will take vehicles and equipment to service providers when work is covered under warranty.	Warranty recoveries are not actively pursued for in-house work.
The organization has a clear outsourcing strategy that focuses on core competencies and service improvements.	The Department has a clear outsourcing strategy. The Department outsources auto-body and paint work, out fitting of emergency vehicles, etc.	
The fleet automated information system utilizes modern technology.	The Department of Public Works has an automated information system that generates data that helps staff plan and schedule work.	
Access to the fleet automated information system is readily available to all staff, including parts clerks and technicians.	Fleet maintenance staff has access to the system.	
A fuel system is utilized to help contain costs.	The City utilizes a centralized fueling program to help contain cost and track related expenditures.	
The Department has a parts inventory system to enhance availability of parts and to enforce internal controls over the inventory levels.		The Department does not have a parts inventory system.
Work for the Parks staff is planned and scheduled on a bi-weekly basis.	Parks has an informal route / routine with respect to work activities based on staffing and the season.	The Department does not have a formal ongoing, written maintenance plan.
City trees located along streets and in parks receive an annual inspection to evaluate their condition and potential hazard.	The Department conducts a tree inspection of street trees twice per year.	
All trees that are removed are replaced.	The City has a policy to replant trees, where trees have been removed.	

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Best Practices	Strengths	Improvement Opportunities
Trees are trimmed on a proactive, block-by-block basis.	Trees are trimmed proactively, as a result of the inspection program.	
An annual work plan has been developed for City parks, fields and open space.	Parks maintenance personnel have informal routine plans in place.	A formal, annual work plan has not been developed.
Condition assessments of the City's parks, open space and fields are performed on an annual basis.		Formal, annual condition assessments of the City's parks, open space and fields are not performed.
There is a formal system in place for inspecting playgrounds.		The Department does not have a formal system in place for inspecting playgrounds.
1% to 2% of water and sewer mains are replaced annually. A formal water and wastewater main rehabilitation and replacement program is in place for improving water quality and maintaining the reliability of its systems. This formal program will be linked directly to a long-term capital and financial planning program to assure adequate funding.	The City has a capital improvement plan in place to provide for the on-going replacement and rehabilitation of water and sewer mains. Staff also coordinate the replacement of mains with other work conducted in the community (i.e. – not repaving a road where planned main work is scheduled in the near future) to minimize duplication of efforts.	While the City has not targeted specifically a goal of 1% to 2% of mains annually, they have prioritized replacement based upon an evaluation of highest priority / need for the community and are providing a long-term plan for addressing community needs.
Distribution valves are exercised routinely. Distribution valves 10" or larger are exercised each year; valves 8" or smaller are exercised on a two-year cycle.	The Department has identified this as a need.	The Department has not implemented a valve exercise program.
Dead-ends are flushed annually.	Dead-ends are flushed twice per year.	
Fire hydrants are preventively maintained annually (e.g., lubricate threads, replace missing caps, operate valves, etc.)	The Department inspects fire hydrants annually.	

While there are many strengths present within the existing Public Works operation, several opportunities for improvement were identified. Key opportunities and recommendations for improvement (under the existing service delivery approach) are

summarized in the following table along with a summary of the service impact and the action necessary to implement and identification of any significant cost associated with the recommendation:

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The organizational structure of the Public Works operation should be expanded to include additional functions under one Department.	A more detailed description of this recommendation is contained in Chapter 4.	
The span of control within the Public Works Department is too broad. The Director is too closely involved with the daily work assignments of staff to the detriment of operational planning and service delivery.	The organizational structure is discussed in detail in a section of Chapter 4.	
The Department is not utilizing any comprehensive method for planning, scheduling, or tracking work activities and performance.	While a computerized maintenance management system is not necessary for a DPW of this size, additional efforts should be undertaken to better plan, schedule, and track work performed. This will enable the department to better plan for major work activities (especially those that are performed seasonally) and relate staff requirements to individual activities by month. The overall impression and observations of work scheduling (confirmed through employee and citizen input) is more reactive than appropriate with some tasks being conducted significantly later than desired by the community (i.e. – especially seasonal actions – Beach Maintenance, Park openings / cleanings, etc.).	Basic work activity planning efforts should be undertaken utilizing readily available software (such as Excel or Access) to track annually recurring work activities and timing of their performance.
A formal training program should be developed for the department to identify and maximize skills development and the ability to cross-utilize staff.	Given the limited number of staff assigned to the Public Works Department, every opportunity for expansion of cross-utilizing staff should be undertaken. This can only occur if staff is routinely trained to maintain existing skills and develop new skills.	A training program should be developed for Public Works staff based upon identified needs to expand cross-utilization.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The reduced level of street sweeping implemented during the summer of 2009 should be adopted as the new standard for future years.	The level of street sweeping in prior years was excessive higher than either typical benchmark standards and higher than community expectations.	Maintain newly adopted standards for street sweeping. This action frees up staff time for supporting other others.
A sidewalk inspection program should be implemented to enable long-range planning to occur regarding replacement / maintenance on sidewalks presenting a hazardous condition in the community.	Increased ability to plan for future work levels for maintenance / replacement of city sidewalks. A rating should be assigned to each sidewalk identifying condition and identifying areas needing immediate attention. A five year plan should be developed to identify a plan of action for addressing those sidewalks identified as hazardous or in need of repair in the short-term.	Staff from DPW, supported by the Building Inspector, should be utilized for conducting the initial sidewalk inspection evaluation. No cost, other than allocation of staff time, to complete this activity. Costs for maintenance / replacement will not be determined until the survey is completed.
Parks and playground maintenance and repairs should be conducted in accordance with a developed plan that outlined specific inspection and maintenance activities that should be conducted annually.	The Department, due in part to staffing limitations, is primarily reactive in the maintenance, planning and inspections related to City parks and playground equipment. An annual work program and condition assessment should be developed that indicates required annual inspection (of park and playground condition), schedules routine preventive maintenance, and determines staffing needs to accomplish the work program.	An annual plan should be developed for use in maintaining parks and playground equipment. A focus should be placed on conducting necessary maintenance and preparation activities to enable parks, beaches and playgrounds to be fully utilizable at the beginning of each season.
A long-term plan for replacement and maintenance of water and sewer mains should be developed.	Best practices indicate that 1% to 2% of water and sewer mains are replaced annually in order to maintain infrastructure condition and prevent costly maintenance activities. No formal work plan is in place to maintain the City of Manistee's water and sewer mains.	The DPW Department, in conjunction with Finance staff, should develop a long-term replacement and maintenance schedule for water and sewer mains that coordinates with their CSO program.
Distribution valves should be exercised annually / biannually based upon valve size.	The Department should integrate within its annual work program a schedule for ensuring that all valves are exercised on a routine basis.	

6. WASTE WATER TREATMENT PLANT.

Best Practices	Strengths	Improvement Opportunities
Polices and procedures have been prepared for the Water Division. These policies and procedures are comprehensively updated every two to three years.	The WWTP has developed written policies and procedures.	
A formal process exists for ensuring compliance licensing requirements.	Staff are required to maintain licenses and complete continuing education requirements.	
A CMMS is installed and utilized including a work order system, annual work program, a reporting system to report actual versus planned performance, asset management system, and defined service levels and performance standards for each work activity.		The WWTP does not have a computerized maintenance management system.
A formal skills assessment and training plan has been developed to keep employees current with changes in their profession.		The Wastewater Treatment Plant does not conduct a formal skills assessment and training plan.
Effective safety procedures are in place.	The Wastewater Treatment Plant has implemented a number of safety procedures including distribution of personal protective equipment, list of hazardous materials / chemicals, eye wash station, etc.	
The ratio of supervisory and support positions to line or service delivery position is reasonable.	The Wastewater Treatment Plant is managed by the Superintendent. This is the only supervisory position in the department.	
The ratio of supervisory and support positions to line or service delivery position is reasonable.	The Wastewater Treatment Plant does not have any administrative positions.	
The organization has a clear outsourcing strategy that focuses on core competencies and service improvements.	The Wastewater Treatment Plant has clear outsourcing strategies. This includes focusing on routine and preventive maintenance and operations of the facility and system.	

Best Practices	Strengths	Improvement Opportunities
Wastewater collection and treatment and water distribution services are organized as enterprise funds and are supported by user fees.	Both the water and wastewater are enterprise funds supported by user fees.	
A formal performance measurement system is in place to track the effectiveness of service outcomes, and performance levels compare reasonably well to industry benchmarks.		The Department does not have a formal performance measurement system in place.
A continuous monitoring capability is available at reservoirs, pumping stations, and critical areas throughout the water distribution and wastewater collection system. Continuous monitoring will include not only water quality aspects, but also pressures and flows, which are normally monitored through a SCADA system.	The Department has a SCADA system.	The Department has identified a number of issues with its existing system, such as reliability, ability to remotely access and monitor the system and general vendor support.
Reactive, unscheduled maintenance (repair of failures) require less than 20% of available labor hours, while predictive and preventive maintenance requires 50% of available labor hours and scheduled repair work and corrections require 30% of available labor hours.		Data are not collected.
Water pump stations are checked weekly. A detailed preventive maintenance inspection of the pump stations is conducted annually, including thermographic imaging, vibration analysis, ultrasonic analysis, oil analysis, laser alignment, dynamic balancing, etc.	Pump stations are checked weekly, at a minimum. Detailed preventive maintenance activities are performed annually.	

Best Practices	Strengths	Improvement Opportunities
Wastewater mains are cleaned on a three-year cycle.		Wastewater treatment and the maintenance of the sewer collection lines are performed by two different organizational units. Wastewater treatment is the responsibility of the Wastewater Treatment Plant. The Department of Public Works is responsible for the maintenance and repair of the sewer collection system.
Catch basins are cleaned annually.	The Department of Public Works has staff assigned to catch basin cleaning throughout the year. The goal is to clean each catch basin annually.	Formal data are not tracked with respect to percentage cleaned per year.
Wastewater lift stations are inspected once a week to clean impeller blades, check motors, inc.' motors are greased bi-monthly, and a detailed inspection is conducted annually of pumps, electrical panels, pump packing, etc., including thermographic imaging, vibration analysis, ultrasonic analysis, oil analysis, laser alignment, dynamic balancing, etc.	Staff assigned to the Wastewater Treatment Plant is responsible for inspecting lift stations. Lift stations are inspected weekly.	
Approximately 3% of the wastewater mains are televised annually.		The Department of Public Works is responsible for televising wastewater mains. This is done by contract.

While there are strengths present within the existing Waste Water Treatment Plan operation, several opportunities for improvement were identified. Key opportunities and recommendations for improvement (under the existing service delivery approach) are summarized in the following table along with a summary of the service impact and the action necessary to implement and identification of any significant cost associated with the recommendation:

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
A formal training program should be developed for the department to identify and maximize skills development of existing staff. Focus should be on training necessary to maintain certifications or to achieve certifications.	Given the limited number of staff assigned to this operation, the ability of staff to perform multiple functions is critical.	A training program should be developed for WWTP staff based upon identified needs to expand cross-utilization and expand skills of each staff member.
While a computerized maintenance management system is not in place, the Department should develop (similar to Public Works) an annual workplan outlining necessary maintenance functions.	An increased level of focus on the scheduling and conduct of preventive maintenance activities is necessary to ensure work activities are conducted on a routine basis.	An annual maintenance plan should be developed utilizing excel or access that outlines, by month, the necessary maintenance functions to be performed.
The existing SCADA system for the Treatment Plant has some significant issues related to reliability and functionality (including remote access and system monitoring).	The City should plan to upgrade or replace the existing SCADA system over the next five years. A focus should be on the enhanced ability to operate the SCADA remotely rather than requiring a staff member to respond to the plant for minor adjustments to operations.	The cost for implementation will vary depending upon whether the existing system can be upgraded or must be replaced. Budgetary costs for both can be provided to the City by the project team if desired.

7. FIRE.

Performance Target	Strengths	Potential Improvements
ORGANIZATION AND MANAGEMENT		
The Department has a defined chain of command with clear lines of authority. The organization chart is available to all members of the Department.	The Fire Department's organization is clearly defined and available to all staff.	
The management team holds regular meetings with written agendas and minutes.	Yes, monthly team meetings are held between the Chief and company officers.	
The Department has written policies and procedures that are reviewed and updated regularly.	The Fire Department has a written set of policies and procedures.	While the policies and procedures are reviewed "as needed" there is no formal plan for their review or update.
The Department has an automated system for managing and distributing its policies and procedures.	Policies and procedures are distributed and managed using electronic systems.	

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Performance Target	Strengths	Potential Improvements
Critical policies meet national standards and recognize national and local legal requirements.		A review of policies and procedures indicates that while most meet national standards, some policies and procedures do not reflect current national standards.
The organizational structure supports equivalent spans of control for similar levels of management.	All command officers have a limited but equivalent span of control.	
Personnel of like rank have similar levels of responsibility.	Shifts are very small – all personnel of like rank have similar levels of shift and ancillary duties.	
The organizational structure supports goals of one manager per function and ensures that staff report to a single manager.	All staff report to the Fire Chief given the limited management structure of the Department.	
The Department has a public information program.	The Fire Chief is responsible for public information for the Fire Department.	
ANALYSIS AND PLANNING		
The Department has a planning and analysis function.	The Fire Department is too small to have a dedicated planning and research function. Such tasks are assigned to the Chief or line staff when necessary.	
The Department produces an annual improvement and associated project plan.		The Department has no formal annual assessment of issues or projects.
The Department produces an annual report.	The MFD does produce an annual report summarizing its activities.	
The Department maintains a web site to distribute information to its members and to the general public.	The MFD maintains a web page as part of the City's overall web presence.	
Planners have access to automated tools to abstract and analyze data from the Department's automated records system.	Staff has the ability to access data from their records management system.	
The Department has a computer aided dispatch (CAD) system that supports Fire and EMS operations.	Yes, by way of the County's 911 service.	

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Performance Target	Strengths	Potential Improvements
The Department has an automated records management system (RMS) that supports fire suppression, emergency medical and fire prevention reporting requirements.	The Fire Department has a records management system that supports its operations.	Staff indicated that there are issues with some functional areas of the current records management system – making data entry challenging for staff.
The Department routinely analyzes and monitors emergency vehicle reflex and travel times to identify problems.		The Department does not actively monitor dispatch processing, reflex or travel times.
PERSONNEL MANAGEMENT		
The Department has a written personnel manual.	The Fire Department relies on their Policy & Procedure Manual and the Collective Bargaining Agreement as their primary management documents.	
The Department conducts annual evaluations of all personnel.	All staff receives an annual performance evaluation.	
The Department's hiring process is compliant with state and federal guidelines.	The Fire Department's hiring process is compliant with state and federal guidelines.	
The Department has a health and safety program for its employees	The Manistee Fire Department has a Physical Fitness Program for all personnel.	
Background testing of new hires conducted before a job offer is made.	All new hires are required to pass background check as a condition of hiring.	
STATIONS, APPARATUS AND EQUIPMENT		
The Department has a written long range plan for the replacement and repair of its facilities.		There is no long range vehicle or equipment replacement plan for the Manistee Fire Department.
The Department's facilities meet all local, state and federal health and safety standards.	The Fire Department operates on a single fire station which meets various local, state and federal health and safety standards.	
The Department's facilities are inspected annually to ensure that they meet all building maintenance, health and safety standards.		The fire station is not subjected to an annual facility inspection.

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Performance Target	Strengths	Potential Improvements
All facilities are equipped with automatic sprinkler and fire/smoke detection systems.	The fire station has automatic alarms.	There are no sprinklers in the facility.
All facilities housing vehicles are equipped with automatic exhaust ejection systems.	The MFD's station has automatic exhaust ejection for all apparatus.	
The Department has a written long-range fleet replacement plan that specifies the life cycle for apparatus (i.e., Engines, Ladders, Rescues, Ambulances).		There is no long range vehicle or equipment replacement plan for the Manistee Fire Department.
The Department's vehicle replacement plan is based on the following criteria: Cars – 120,000 miles Ambulances -120,000 miles Command vehicles- 120,000 miles Engines, ladders and heavy rescues - 12 - 15 years.		There is no long range vehicle or equipment replacement plan for the Manistee Fire Department.
The Department proactively schedules preventive maintenance and inspections for all vehicles.		The Department does have a formal preventive maintenance program or system.
The Department's apparatus repair facility has the proper equipment to handle large and specialized apparatus.	Larger apparatus or specialized repairs are handled by vendors with the appropriate equipment.	
The Department conducts annual pump and ladder tests and all of the in-service apparatus is certified.	Annual pump and ladder tests are performed for fire suppression apparatus.	
The Department has sufficient equipped reserve apparatus. 1 reserve engine per 4 engines 1 reserve ladder per 4 ladders	Mutual aid contracts are utilized to supplement existing in-service apparatus.	The Fire Department has no reserve apparatus, however, given the size of the operation, it does not make sense operationally or financially for the community to maintain a dedicated reserve.
The Department routinely disposes of surplus apparatus.	The Department does dispose of older fire apparatus when units are replaced.	Apparatus are not held in reserve. The Department would face a major challenge storing reserve equipment.

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Performance Target	Strengths	Potential Improvements
The Department's turnout gear and SCBA's meet national standards.	All turnout gear SCBA's meet national standards and are replaced regularly.	
The Department has a written long-range replacement plan for turnout gear and SCBA's.		There is no formal long range replacement plan for turnout gear or SCBA's.
FIRE PREVENTION		
The Fire Marshal is a direct report to the Fire Chief and holds equivalent rank with other senior command staff members.	The Fire Chief serves as the Fire Marshal for the Fire Department and City.	
The jurisdiction has adopted a certified fire code.	The City of Manistee has adopted the International Fire Code (IFC).	
The jurisdiction has ordinances requiring built-in protection for high-risk occupancies.	The City of Manistee has adopted the International Fire Code (IFC).	
The Department routinely seeks alarm and sprinkler upgrades when developers request zoning variances.	The Department works with developers to achieve these improvements wherever possible.	
Fire Prevention personnel plan check site plans, fire protection system plans and specifications, and building permit plans for compliance with the Uniform Fire Code or NFPA Code.	Plan checks are handled by line staff in compliance with the IFC.	
Plan checks in the Fire Department are conducted concurrently with those performed by other participants in the plan check process.	The Fire Department works with other City staff (Building Inspector) to conduct plan checks and plan reviews. Efforts are made to do so concurrently.	
Complicated plans including fire suppression systems, fire pumps, etc. are reviewed either by a contract PE or are accepted with an approved PE's stamp on them.	The City requires a professional engineer (PE) stamp on all complicated fire suppression systems.	
The Department conducts inspections in accord with state and local ordinances.	Yes – inspections are conducted by line staff as an ancillary duty.	

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Performance Target	Strengths	Potential Improvements
The frequency of State mandated fire prevention inspections by the Division are in accordance with the ordinances and codes		The Fire Department is not currently meeting mandated or targeted inspection frequencies.
The Department has certified fire investigators or works with certified fire investigators from the local law enforcement agency.	The MFD will work with State investigator (certified).	
The automated system supports the creation and updating of pre-fire plans by suppression personnel.	The MFD does have pre-fire plan drawing software.	
Fire prevention identifies high-risk facilities and supports suppression personnel in conducting in-service inspections and pre-fire plans.	This is handled by line personnel as an ancillary duty.	
The Department has established in-service inspection and pre-fire plan goals each of its suppression companies.		Inspections are not distributed across all shifts.
The Department has a public education program to improve fire safety knowledge and awareness.	The MFD works with a formal plan for providing public education.	
The Department uses Fire Prevention Week and the two annual time changes as focal points for public education.	The Fire Department uses Fire Prevention week / time changes to focus on fire / life safety and ensuring that smoke detectors are installed and have functional batteries.	
Engine companies, rescue crews, etc. are directly involved in prevention activities in their first due area.	Line staff is directly involved in delivery of fire prevention activities.	
Prevention and public education outreach is conducted with area schools, assisted living facilities, etc. to target at risk groups.	Yes	
Company officers are trained to handle basic cause and origin determinations, including skills to determine when an arson investigator should be called on.	Yes.	

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Performance Target	Strengths	Potential Improvements
Arson investigators are State certified and have also received basic law enforcement training in areas such as interrogation, evidence collection, etc.	The Fire Department utilizes State investigators when necessary. These are not MFD staff.	
Fire and Police Departments have specific individuals assigned to serve as liaisons for handling arson cases when there is a criminal component.	Yes	
HAZARDOUS MATERIALS		
Hazardous materials plans are required to be submitted by businesses with defined hazardous materials on their premises.	Yes - in accordance with SARA title III, Act 302.	
Types of materials utilized and typical quantities on-site are noted as part of the pre-incident planning process and these data are included in those plans.	Yes – when these pre-incident plans are updated.	
All response staff are trained to the Hazardous Materials Responder Level 1,	Yes – at the Operations level, per OSHA 29 CFR 1910.120.	
Hazardous materials planning and response is regionalized.	County planning team, department response. Capabilities are relatively limited.	
EMERGENCY RESPONSE GOALS		
Response time targets are directly related to designing a fire protection system that can attack structure fires prior to “flashover” Flashover normally occurs between 6 to 10 minutes after ignition. Response time targets can be modified based on built-in protection		There are no formal response time standards in place.
Stations are located to yield response time targets of four minutes for the first responding unit for emergency fire and medical calls with a fracture target of 90%.	The Fire Department’s single station is located centrally in the City with proximity to the central business district.	

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Performance Target	Strengths	Potential Improvements
The Department has a 1-minute "Reflex" time goal. Reflex time is the time between the receipt of the dispatch and the time that the unit(s) is moving to respond or is en-route.		The Department has no such goal – nor is performance in this area monitored.
The Department monitors reflex times for each fire and EMS company monthly.		The Department has no such goal – nor is performance in this area monitored.
Cross-jurisdictional automatic and mutual aid agreements are in place to ensure that sufficient resources are available to handle major incidents.	The Fire Department participates in mutual aid agreements, they are not automatic.	
Response protocols (Number of apparatus and response speeds) are designed to minimize community risk by differentiating between emergency and non-emergency calls.	The MFD does differentially response depending on call type.	
SUPPRESSION OPERATIONS		
Command staff and company officers are trained in an Incident Command System (ICS), National Incident Management System (NIMS) or comparable approach.	Staff has been provided with NIMS training.	
The Department conducts periodic training exercises that include ICS incident simulation.	The MFD conducts periodic training on the use of incident command.	
The Department has a 3-person minimum staffing requirement for both engine and aerial operations.		The Department operates with a two-person full-time minimum on each shift.
Officers and Firefighters conduct after action discussions and produce after action reports on all major emergencies	Yes, these are conducted – especially on critical incidents.	
EMERGENCY MEDICAL SERVICES		
The Department has a board certified emergency medical physician as its Medical Director.	Yes, through the County.	

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Performance Target	Strengths	Potential Improvements
The Medical Director prepares and periodically updates written medical protocols for the Department.	Yes – on an annual basis at minimum.	
The protocols are electronically available to all members of the Department	Yes – all protocols are available to all personnel.	
The Department provides in-service EMS training programs for its members as specified by the Medical Director and by state directives.	Yes – training is provided by a range of medical providers including the medical director.	
The Department has an automated system to track the training and certification records of its EMS personnel.		All EMS records for staff are tracked manually.
The Department monitors and analyzes response times for EMS calls as follows: (1) BLS (basic life support) response within 4-minutes for 90% of calls; and (2) ALS (advanced life support) response within 8-minutes for 90% of calls (as measured by travel time).		The Department neither has set performance objectives nor do they monitor performance.
The Department has an automated EMS incident reporting system.	Yes – the Department has an automated system for completing its EMS run reports.	
The Department has a quality assurance and improvement program to provide timely feedback to employees and to identify protocol and training needs.	Yes – provided under the direction of the medical director.	
The Department's Medical Director is actively involved in the agency's quality assurance program.	Yes – the medical director runs the quality assurance program.	
The Department has established a goal of reviewing a percentage of its run reports and discussing the report with the responders.	Yes – as determined by the medical director.	
Emergency Medical Dispatch (EMD) procedures are used to provide callers with pre-arrival care instructions.	Yes – these are provided by the County's 911 department.	

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Performance Target	Strengths	Potential Improvements
TRAINING		
The Department has a training budget to provide both in-house and outside training for its fire and EMS personnel.	Yes – the Department's budget includes some funds for outside training.	
The training officer creates monthly and weekly training schedules for both fire and EMS instruction.	Monthly training is offered by the Department – staff is involved in developing these programs.	
The fire and EMS training programs are designed to meet state re-certification requirements.	Some elements of the training program are designed to provide for re-certification.	
The Department has an automated system to track training attendance and certifications.		All systems are manual for tracking training.
Training instructors meet NFPA and EMS training certification requirements.	Yes – both those from inside and outside the Fire Department.	
The Department has adopted NFPA Firefighter I, II and III requirements for Firefighters.	Yes – these are linked to in-classification promotion at the Firefighter level.	
Fire training evolutions are based on NFPA 1410.		The Fire Department does not train specific evolutions or drills per NFPA 1410. These guidelines should be reviewed and utilized in developing training plans.
Department conducts monthly multi-company drills on both the day and night shifts.	Yes, day shift only.	
Company officers and senior EMS personnel are required to document the completion of all scheduled training and to update the records of individuals who attended the training.	Company officers document training.	
Chief officers and company officers and senior EMS personnel are expected to provide training classes.	Yes – this is a requirement for all personnel given the size of the Department.	
The Department conducts a periodic training needs assessment to determine what training to offer.		There is no formal process of assessment of training needs.

Performance Target	Strengths	Potential Improvements
The Department closely monitors EMS recertification requirements.	Yes – though this is done manually.	

While there are strengths present within the existing Fire Department operation, several opportunities for improvement were identified. It is important to note that the current level of service provided by the Fire Department exceeds that of most communities in the immediate vicinity of Manistee and generally for similar sized communities throughout the region. Note that the following improvement opportunities are based upon maintenance of existing service approaches.

Key opportunities and recommendations for improvement (under the existing service delivery approach) are summarized in the following table along with a summary of the service impact and the action necessary to implement and identification of any significant cost associated with the recommendation:

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The adopted policies and procedures should be updated to ensure compliance with national standards and changing operational practices within the community.	No impact on direct service provision. However, provides current set of policies to guide operations.	Internal review, updating and implementation of new policies and procedures. No cost.
The City should adopt, as part of the policy discussion and decisions made regarding fire and ems service delivery approach, formal response targets including dispatch processing, reflex (staff turnout) and travel times. The City should target achieving compliance with national standards (i.e. – one minute “reflex” goal).	The definition of a standard response time enables the department to evaluate performance on an on-going basis to determine if there are operational concerns impacting response. For example, time spent in having a call dispatched (outside of the City’s control) and time spent in staff turn-out (time from receipt of call to leaving station), have a significant impact on overall response time.	Policy decision regarding desired response time within the community and the subsequent performance monitoring, on an on-going basis (at least quarterly), should be instituted. Continued dispatch or reflex time above the adopted standards should be evaluated to determine if operational practices are impacting service response.

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
The Fire Department, in conjunction with the Finance Staff, should develop a long-range vehicle and major equipment (i.e. – SCBA) replacement schedule in order to determine future budgetary requirements. Vehicle replacement schedules should be based upon mileage and age as documented in the best management practices.	To enable long-range financial planning by the City and eliminate large annual costs, a formal fleet and equipment replacement / refreshment schedule should be developed for the Manistee Fire Department.	No cost for development of plan. The Fire Chief, in conjunction with the Finance Director, should develop a long-range (15 to 20) year capital program for the major Fire Department equipment and vehicles.
The Department should develop a plan to ensure that all state mandated fire prevention inspections are conducted in accordance with adopted time frames.	The Department noted that they are not currently meeting mandated inspection frequencies. A formal plan to achieve mandated frequencies should be developed through the use of on-duty personnel.	No cost for implementation.
A more formalized training program should be developed for the Fire Department that identified annual training targets (in hours), periodically assesses training needs, and tracks training by employee.	The training plan should be utilized to ensure that all staff receive a “core” set of training classes annually, which are supplemented by additional training on emerging topics or issues facing the City of Manistee.	No cost to develop training plan. Most training should be conducted by company officers at no costs. Opportunities should be sought to conduct for technical training (that level of training not suitable for company officers to provide) on a regional basis to share costs.

8. POLICE.

Performance Target	Strengths	Improvement Opportunities
ORGANIZATION AND MANAGEMENT		
The Department has a defined chain of command with clear lines of authority. The organization chart is available to all members of the Department.	Covered in the Department's rules of conduct and policy manuals.	
The Department has a written vision and mission statement. The statement is available to all members of the Department.	Mission Vision and Values posted and issued to each employee. Also posted in each car. Original project was employee driven participation was high.	

Performance Target	Strengths	Improvement Opportunities
The Department has a written long range plan. The long-range plan is available to all members of the Department.	Five-year plan was presented as a budget document. It involved employee training, retention and reduction in work force through attrition of one employee. Back to basics	It does not incorporate a combined agency, mutual aid agreements or cross training due to some public policy issues.
The management team holds regular meetings with written agendas and minutes.	Chief meets with Sergeants at least twice or three times a week. No written agenda. Email daily from the office and after hours.	
The Department is Accredited or is seeking Accreditation.		No: Considered at one time and dropped due to expense. The Department should utilize accreditation standards as a method of "self-evaluation" regarding operations and policies and procedures, even if accreditation is not specifically sought.
The Department has written policies and procedures that are reviewed and updated regularly.	Yes: Good administrative files and reviews of all major policies. The MPD uses Michigan Municipal League model policies to start with.	
The Department has an automated system for managing and distributing its policies and procedures.	A current project to distribute all policies electronically. Current employees all have paper copies.	A current project is currently underway.
Critical policies meet national standards and recognize national and local legal requirements.	Yes: The MPD uses the MML model policies. They are drafted by the Law enforcement executive forum. Updates are made annually.	
Staff inspections are conducted based on need and a defined schedule that ensures all components are inspected annually.	Performance evaluations are scheduled annually, but sometimes slip by a few months. This is used, given the size, as a method of agency overview.	
The organizational structure supports equivalent spans of control for similar levels of management.	It does. When the MPD went to 12-hour shifts they eliminated one supervisor position. Now one uniform supervisor on nights and one on days	

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Performance Target	Strengths	Improvement Opportunities
Personnel of like rank have similar levels of responsibility.	Yes – this is clear from a review of assignments and the level of accountability for personnel.	
The organizational structure supports goals of one manager per function and ensures that staff report to a single manager.	For the most part, however the patrol officers use both Sergeants depending on the issue.	
The Department has a public information program.	Not written, however the Chief also serves as the PIO unless otherwise assigned.	
ANALYSIS AND PLANNING		
The Department has a planning and analysis function.	Given the size of the Department, this is done on an as-needed basis by existing personnel.	
The Department produces an annual report.	Yes: an annual report to Council .	
The Department maintains a web site to distribute information to its members and to the general public.		There is very limited information on the City's website.
Planners have access to automated tools to abstract and analyze data from the Department's automated records system.		There are no such tools.
The Department has a computer aided dispatch (CAD) system that supports operations.	CAD is run through a central dispatch (County). Operated by a dispatch authority and board. County wide for all EMS and police.	
The Department has an automated records management system (RMS) that supports reporting requirements.	Yes: Currently using DDP, which has been sold to another vendor crime Cog. Looking at still another vendor along with several other agencies.	

Performance Target	Strengths	Improvement Opportunities
The Department routinely monitors and analyzes CAD and RMS data to ensure that the data is accurate.	Yes for RMS, not for CAD – given who controls the data. Automated RMS system prompts officers for correct codes. Errors are flagged at input step.	
The Department routinely analyzes and monitors emergency travel times to identify problems.	This is not a major concern given the small geographic area of the City.	
PERSONNEL MANAGEMENT		
The Department has a personnel manager.	The Chief and City Manager act in this capacity.	
The Department has a written personnel manual.	The Department does not have a separate personnel manual. Critical policies and practices are covered and governed by the labor agreement and policy manual.	
The Department conducts annual evaluations of all personnel.	Yes – all personnel receive these evaluations.	
The Department's hiring process is compliant with state and federal guidelines.	Yes	
The Department has a health and safety program for its employees	Yes, covered in the labor agreement. Plus the MPD recently added a fitness center.	
Background testing of new hires conducted before a job offer is made.	Yes – as a condition of employment.	
Patrol Functions		
Response times to calls for service: <ul style="list-style-type: none"> • Priority E : 3-5 mins. • Priority 1: 5-15 mins. • Priority 2-3: 15-30 mins. • Is there an established policy for prioritizing calls? 	All calls are handled as soon as possible / practical. Emergencies are within 3 minutes on the scene. Any other call would see an officer in less that 15 minutes	

Performance Target	Strengths	Improvement Opportunities
Given call for service workloads and patrol staffing/deployment, does preventive field time fall within 35%-50% of available time?	The MPD is operating in this range (or higher) on all shifts.	
Do field units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?	Yes, however there is not always a supervisor on duty, there is always one available by phone.	
Are patrol staff deployed consistently with call for service demands by time of day and day of week?	Within reason – the Department operates with at least two on duty at all times. The MPD has eliminated staffing where the call load doesn't justify it. Officers have agreed to flexible scheduling practices to reduce the overall financial burden on the budget related to time off.	
Are current shift schedules appropriate considering the factors of calls for service, deployment, etc.?	Yes.	
Where practical, are non-sworn personnel utilized to handle low priority calls for service?	Not as such. However the MPD does require the citizens to self-report found property and private property accidents.	
Is available proactive time formally directed and evaluated?	Staff is expected to perform within a range of service objectives.	Each officer is expected to know what is expected and operate independently with minimal supervision.
Scope and content of in service training program: <ul style="list-style-type: none"> Amount of training per officer per year at least 40 hours. Training program supports community-policing goals. 	Not everyone gets 40 hours. The MPD have significantly reduced its training budget from \$10,000 / year a year to \$4,000 / year. Everyone gets all required training a year.	The MPD uses a training consortium to maximize the use of its training dollars. However it is still hard due to financial strain to get as much training as desired.
Investigative staff utilization according to a variety of measures: <ul style="list-style-type: none"> Number of active cases per case handling investigator is 15-20 for property crimes and 8-12 for person crimes. Cases are managed by supervisors. 	There is a single position dedicated to investigations. This Sergeant also assists with supervision of patrol functions on a limited basis.	

CITY OF MANISTEE, MICHIGAN
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Performance Target	Strengths	Improvement Opportunities
Does the Department have a critical incident tactical response team?	No, if necessary the MPD would call the Sheriffs regional team or the State Police team.	
Does the Department have a hostage negotiation team?	No, if necessary the MPD would call the Sheriffs regional team or the State Police team.	
Investigations		
<p>Investigative staff utilization by various measures:</p> <ul style="list-style-type: none"> Number of case handling investigators compared to the number of Part I crimes (comparative average of 600). Number of cases per investigator is 15-20 for property crimes and 8-12 for person crimes. 	<p>Our cases are assigned as needed regardless of the classification. If an officer is unable to manage a case it gets shifted to the investigator. Our investigator is involved in all violent crimes and major felonies. Currently the Detective Sgt. Has ten open cases. Four property crimes and 6 person crimes. Assignment is fluid based on patrol activities and agency needs. The Detective is the liaison between the department, courts and prosecutors office. Making daily personal visits to the courts.</p>	
<p>Unit supervisors are utilizing a formal case management system, which involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.</p>	<p>No the detective supervises himself. Together with the prosecutor the MPD discusses individual cases when they are placed inactive.</p>	
<p>Field supervisors assist in making recommendations about assigning cases.</p>	<p>Every employee has the ability to talk to the investigator and ask for assistance or pass a complex case off.</p>	
<p>Field staff handle the follow-up of minor crimes, as appropriate.</p>	<p>Field staff handles minor <u>and</u> complex cases to the full extent of their ability and resources. They discuss with the Chief / Detective Sergeant when they need help or need to pass it off.</p>	<p>Training is the only thing that makes them able to manage greater cases.</p>

Performance Target	Strengths	Improvement Opportunities
Systems exist to enhance cases by tracking leads, MO's and other crime characteristics.	If the MPD ever needed one, the tribal police have such a system. In that case it would be a multi-jurisdictional case.	
Callout of staff on a rotating basis rather than night shifts of investigators.	Staff is called out when necessary.	Due to size, there are no regularly assigned night investigators.
Investigators regularly brief field operations staff in crime trends, important cases, etc.	The Detective Sergeant is able to interact with the entire Police Department as needed.	
Sworn personnel are not handling administrative assignments, which could be performed by non-sworn personnel.	Property room is managed by the detective, but could be done by a civilian.	
Decisions about calling out field evidence collection specialists are based on the technical requirements of the crime scene.	Yes: All of the staff has basic knowledge. The Department also has two evidence technicians. In a major case the MPD would request the MSP Crime Lab.	
Field patrol personnel handle the processing of 'minor' or other crime scenes.	Yes	
The department actively screens prints for purposes of solving older cases.	The automated Fingerprint Identification system does this.	
Regional information flow and selected joint investigations are performed, as needed.	Yes – the MPD will work with regional agencies as necessitated by each case.	
Budget and Finance		
Are financial controls adequate?	These are promulgated by the City.	
Provides budget summaries for each section unit on a monthly basis.	These are provided to the Department on a monthly basis.	The Chief would like to be able to access information online weekly and not wait for monthly reports.

Performance Target	Strengths	Improvement Opportunities
Entry of time and attendance data is performed on an exception basis, using automated information systems, with each work unit responsible for their data entry.	Time and attendance is tracked by shift supervisors and forwarded to administration and tracked on a "payroll system".	All city employees should be on the same time keeping program. The PD is on a new system but no other departments use it.
The procurement process has been streamlined through contracts for commonly used items (e.g., office supplies through on-line ordering, procurement card purchases for items with a value of less than \$1,000, etc.		There is a widely held perception among department heads that the current system is better than before but that citywide it could be better.
Clear and appropriate delegation of procurement authority	Yes, all invoices and approvals go through the Chief's office before being forwarded to the City for processing and payment.	
Records		
Are administrative work tasks properly segmented to avoid work duplication?	Yes – the Department has a single civilian to provide records (and other) support.	
Are Records staff deployed consistent with workload?	Chief's secretary takes care of record keeping tasks and reporting.	
Processing of reports for customers: 100% of open records requests within 10 days; Statute of limitation purges according to State legal requirements; Arrest jackets are processed within one work day of receipt;	Yes, almost all requests are taken care of within one day.	Arrest jackets are grouped together and completed when the need exists. This is not a major issue given the volume.
Dictated reports are transcribed within four hours of receipt for arrest reports, one day of receipt for significant reports, and five days of receipt for routine reports.	The MPD eliminated its transcriptionist position a year ago. Officers type their own reports.	Officers were allowed to use voice recognition software but chose to type their own reports due to efficiency and ease of completion rather than utilization of voice recognition software.

CITY OF MANISTEE, MICHIGAN
Final Report of the City Wide Departmental Operational Service Audit

Performance Target	Strengths	Improvement Opportunities
Evidence and Property		
All evidence recorded in an electronic inventory system?		No. Done manually on property cards maintained in the property room. A database / spreadsheet should be utilized for maintaining a comprehensive inventory system.
Controlled access to the storage site, including secured doors and an access log	Yes on controlled access.	No access log is currently utilized. One should be instituted.
Storage site secure from possible accidents that would potentially damage evidence.	Yes, safe and secure.	
10% of evidence randomly audited monthly to confirm completeness of storage.		There is no random audit conducted however, periodic audits should be implemented.
10% of storage bins randomly audited each month to confirm accuracy.		There is no random audit conducted however, periodic audits should be implemented.
Initiate disposal processes within 3 days of receipt of final case disposition and complete disposition within 45 days.		The detective Sergeant takes care of disposals as space and time become available.
Supply		
Centralized control of materials acquisition and inventory to minimize fragmentation.	Yes, within the department.	
Fleet Management		
Sizing of fleet based on: <ul style="list-style-type: none"> Patrol vehicles = 1 vehicle for every 2.5 Police Officers and Police Sergeants. Patrol sedans are driven an annual mileage no less than 24,000. Administrative sedans are driven no less than 5,000 miles annually. 	<p>Yes, 13 sworn officers. 5 marked cars and one investigators vehicle.</p> <p>Of the 5 marked cars, four are sedans and one if a 4-wheel drive. Planning to add one 4 wheel drive and drop one sedan</p>	

Performance Target	Strengths	Improvement Opportunities
Existence of automated fleet management system to monitor equipment utilization and repair histories, labor distribution, downtime, costs, preventive maintenance scheduling, etc.	DPW manages most of the fleet work. Major issues go to a dealership or other repair facility.	
90% of vehicles receiving preventive maintenance within 10% of the p.m. mileage, i.e. within 300 miles of the 2,000-mileage standard.	The Department maintains its fleet in accordance with the recommended preventive maintenance schedules.	
Average fleet age of 3-4 years and average mileage of 60-70,000 miles for patrol vehicles and 4-5 years and 85-95,000 average mileages for non-patrol.		Police cars are turned at 120,000 miles.
Fleet downtime of 5% or less.	Pretty close, perhaps more as they get older but overall fleet downtime falls close to this range.	
Media relations		
Is the public information program part of a more general public affairs program?	No formal program. Just good relationships and contacts.	
Is there a media relations training for key managers in the MPD?	Yes: FBI academy and Staff and command school	
Is PIO able to respond to citizen and media requests for information within one day?	Yes	
Are all press releases made by others in the MPD reviewed by the PIO for quality control prior to release?	Yes, Chief reviews any press release before it goes out.	
Internal Affairs		
Are Internal Affairs investigations completed within 30 days from the allegation?	Normally unless some circumstance prevents it.	
Does the public have sufficient access to the internal affairs process and its results?	Yes.	

Performance Target	Strengths	Improvement Opportunities
Departmentally initiated cases equal or exceed those from the public (i.e., self-policing)? Declines in total complaints?	Department initiated complaints do happen routinely. There are almost no citizen complaints against the officers.	
Use of both complaint and non-complaint information to develop guidance for both training and policy development.	The MPD uses issues generated in complaints to refine our training.	
In-Service Training		
In-Service Training hours should average 40 hours every year per officer.	MPD staff do appear to be reaching this level.	
In-Service training hours should be targeted to training needs of officers and citizens (community policing goals)	Mostly geared to required training, Taser, PPCT, firearms, first aid, legal update, etc.	
The department should conduct training needs assessments to determine what training to offer.	Our training consortium does this and provides the training most requested by consortium members. The MPD does use additional vendors for higher level training.	
The department should take advantage of regional training opportunities and outsourcing, where feasible.	The MPD is a member of a training consortium at Kirkland Community College.	
The quality and usefulness of training is frequently assessed.	Annually, in fact the MPD recently changed consortiums due to this exact reason.	
The In-Service instructors are sufficiently skilled to accomplish the objectives of the MPD.	Yes	
There are an adequate number of instructors available for the In-Service training program.	Yes, in house the MPD has PPCT instructors, firearms, and Taser. Locally MSP offers first aid training.	
Sworn MPD personnel have adequate opportunities to use the firing range.	The MPD uses the range at the tribal police department. Open to all officers. Officers qualify twice a year.	

Performance Target	Strengths	Improvement Opportunities
All sworn MPD personnel meet State and MPD standards for firearms certification annually.	Yes – all personnel qualify at least twice per year.	
There is on-going annual defensive tactics training provided to officers.	Yes, using in-house instructors.	
There is on-going physical fitness assessments and training provided to officers.	Yes, provided for in the labor agreement.	
The In-Service training program for civilians is effective and well regarded and there is an adequate amount of civilian in-service training.	There is a limited amount of civilian training based on needs and opportunities	
Field Training Officer (FTO) Program		
The Field Training Program provides adequate training to new recruits to produce effective police officers.	Yes, a comprehensive 12-week program based on a national standard. No recruits for the past five years.	
There is an adequate supply of Field Training Officers to expose new recruits to different beats and shifts during FTO training.	Yes – and the MPD would certify additional officers if necessary. Largest challenge is the lack of new personnel to keep FTO skills sharp.	
There are specific performance standards that must be achieved by new officers during the FTO program.	Yes, standard evaluation guidelines, and daily evaluations as well as weekly scheduled training assignments.	
Field Training Officers are provided initial and on-going training.	Yes, as needed.	
The FTO program is frequently updated?	Program is updated as needed.	
Management and Supervision Training		
First-line supervisors, middle managers and executive level managers should be trained in the skill sets needed to meet their different management roles and responsibilities.	All three sergeants and chief are graduates of the School of Staff and Command. All are graduates of the FBI leadership institute, Three hold masters degrees, two are FBI academy graduates.	

Performance Target	Strengths	Improvement Opportunities
The high priority roles and responsibilities of each supervisory and management level are updated and clearly defined.	Yes.	
Evaluation processes are used to determine how well supervisors and managers are meeting roles and responsibilities.	Evaluations, face to face contact and delegated responsibilities.	

There are many strengths within the City of Manistee Police Department. It is worth noting, that overall, the general internal and external perceptions of the Police Department indicated an increasing level of professionalism over the last five years. While a sizeable amount of community comments were received regarding the overlap or excessive level of policing within the community, the perception appears to be mainly derived from a misperception regarding the policing provided to Manistee by the State Police and the Sheriff (and to a slightly lesser extent – the Tribal Police). While these other police agencies are located in close proximity to Manistee, in actuality, they provide limited service to the City.

There were several opportunities for improvement identified through the best management practices evaluation. These key opportunities and recommendations for improvement (under the existing service delivery approach) are summarized in the following table along with a summary of the service impact and the action necessary to implement and identification of any significant cost associated with the recommendation:

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
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RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
<p>The City of Manistee should fully utilize all available Police Services in the Region to provide backup to the City Police force – especially during evening hours.</p> <p>Recent reductions and changes in patrol officer assignments have resulted in only two officers being assigned to the evening shift in Manistee. They are assigned to a single vehicle for patrol. While this is sufficient to handle typical call volumes and situations, concurrent calls or a major situation would result in insufficient on-duty police resources. The City should ensure that mutual aid / backup agreements are in place to provide immediate response.</p> <p>While resources from the Sheriff and State Police are available for backup, staffing reductions and allocations in these services (plus a more extensive service area) will not always ensure that these officers are available to provide backup to the City when necessary. The Tribal Police should also be an integral component of a full-coverage option for backup to City police.</p>	<p>The availability of officers from other police agencies to provide backup resources to municipal police forces is a common practice throughout not only Michigan but the entire nation. While the City has long-standing agreements for backup resources from the Sheriff and State Police, historically it has not utilized Tribal Police for this purpose. Recent action by the City Council has approved the utilization of this additional resource for the City of Manistee Police Department. The project team concurs with this action and encourages the City to make this agreement a long-standing practice for additional police support in emergency situations to backup City officers.</p>	<p>No action necessary at this point. The City has implemented this approach during the study.</p>
<p>The Police Department should make greater use of the City's webpage to disseminate information to the general public and keep them informed of crime trends, programs provided by the Police, and general safety information.</p>	<p>Additional information should be placed on the City's website on an on-going basis to inform the public of efforts by the City's police force to provide protection and services to the community. Information should be provided that covers not only general preventive actions and educational / informative documents, but also information relative to crime trends and volumes.</p>	<p>Limited cost to incorporate additional documents onto the website. Internal staff time and effort will be required to develop these materials and reports.</p>

RECOMMENDED ACTION	SERVICE IMPACT	ACTION NEEDED / COST
<p>The Department should implement a computerized inventory system for evidence and implement additional procedures relative to maintenance and auditing of evidence.</p>	<p>The Department should, at a minimum, develop a spreadsheet based inventory system to track all evidence maintained by the Department. Ideally, in the longer term, specialized software would be purchased for this purpose. Basic programs are available for use that are relatively inexpensive (estimated cost of \$25,000 to implement). Additionally, the Department should implement a policy to conduct an annual inventory of evidence in storage, routinely purge evidence no longer necessary for active cases, and implement a random audit (10% of evidence / storage bins monthly) of evidence in storage to ensure the integrity of the evidence handling system. The audit should be performed by an individual from outside of the Police Department.</p>	<p>Development of an electronic inventory system for all evidence in storage. Additionally, an access log should be implemented to control access to evidence and document who handles it once placed in storage.</p> <p>Finally, policies and procedures should be implemented that provide for an annual inventory of the entire evidence room and monthly audits of a random selection of evidence. A formal policy should also be implemented regarding disposal of evidence following final case disposition (with approval as needed by external legal authorities – i.e. – Prosecuting Attorney).</p>

4. MICHIGAN TRENDS AND CRC ANALYSIS

4. MICHIGAN TRENDS AND CRC ANALYSIS

This chapter outlines emerging trends in Michigan collaboration and privatization of municipal services in the State of Michigan. Additionally, it provides a comparison of the City of Manistee's local governmental structure against some comparable communities in terms of services provided, departmental structure and the staff sizes.

1. COLLABORATION AND PRIVATIZATION OPPORTUNITIES FOR THE CITY OF MANISTEE.

The Citizens Research Council of Michigan has engaged in numerous research projects related to intergovernmental collaboration over the past five years, including a 2005 survey of service delivery methods,¹ an outline of state laws that authorize local governments to collaborate for the provision of services,² a 2008 analysis of the survey results that suggests an approach to the consolidated provision of local government services,³ and an analysis of opportunities for streamlining service provision for the cities that make up metropolitan Grand Rapids.⁴

The 2005 survey asked every city, village, township, and county government in 25 of Michigan's 83 counties about the methods of providing governmental functions and services. The 25 counties surveyed were primarily Michigan's urban counties, but

¹ *Catalog of Local Government Services*, CRC Memorandum #1079, September 2005, www.crcmich.org/PUBLICAT/2000s/2005/catalog.html.

² *Authorization for Interlocal Agreements and Intergovernmental Cooperation in Michigan*, CRC Report #346, April 2007 www.crcmich.org/PUBLICAT/2000s/2007/rpt346.pdf.

³ *Approaches to Consolidating Governmental Services*, CRC Report #354, November 2008, www.crcmich.org/PUBLICAT/2000s/2008/rpt354.pdf.

⁴ *Streamlining Functions and Services of Kent County and Metropolitan Grand Rapids Cities*, CRC Report #357, October 2009, www.crcmich.org/PUBLICAT/2000s/2009/rpt357.pdf.

included some rural counties including: Alpena, Bay, Calhoun, Cass, Clinton, Eaton, Genesee, Hillsdale, Ingham, Jackson, Kalamazoo, Kalkaska, Kent, Livingston, Macomb, Marquette, Midland, Monroe, Muskegon, Oakland, Ottawa, Saginaw, St. Clair, Washtenaw, and Wayne. The survey listed 116 functions and services grouped into 26 functional categories. The survey was sent to 670 units of government, which represents 36 percent of the 1,859 general-purpose local governments in Michigan and contain 78 percent of the state's population. Responses were received from 464 of the 670 governments surveyed, for a response rate of 69 percent. Response rates for each type of government were: 67 percent for counties (16 of 25); 71 percent for cities (114 of 160); 65 percent for villages (54 of 83); and 69 percent for townships (280 of 403). For each function or service, the respondents were asked to indicate if their jurisdiction directly provides the service, provides to, has provided by, or jointly provides with another unit of government, provides through a special district, contracts with a private provider, or does not provide at all.

Analysis of the results from this survey indicates that patterns exist among the governmental units that collaborate for the provision of services and among the types of functions/services provided collaboratively. Whether those patterns exist by design or by chance, they show that local governments cooperate with each other heavily for the provision of some services and with the state and county governments for the provision of others. Also, local governments frequently engage private providers for service provision, often for the same types of services that other communities provide in collaboration with other governments.

2. ABOUT MICHIGAN COLLABORATION.

Michigan local governments use intergovernmental collaboration to provide services more efficiently and to avoid duplication of effort; provide services or service levels that individual governments cannot afford to provide on their own; provide services or deal with problems that transcend the boundaries of individual units; and minimize externalities. Collaboration is used to effectively deal with economic development, land use planning, quality of life assets, and to better manage the delivery of services provided by multiple jurisdictions. Local governments cooperate in a multitude of forms: including consultation, voluntary regional commissions and councils, mutual aid pacts, joint or shared service provision, joint purchasing, contracting to have functions performed and services provided to their residents, and special authorities.

In this section, the term “function” refers to activities performed to make governments work (support type activities that generally occur out of the public eye). The term “service” refers to activities performed to provide public goods.

Intergovernmental collaboration that occurs between two or more local governments – cities, villages, townships, counties, school districts, and special authorities, and special districts – to jointly provide any services that each is authorized to provide individually can be thought of as *horizontal collaboration*. Although one partner in a collaboration of this type may bring more to the partnership than the other(s), horizontal collaboration exists when two or more units at equal levels of local government agree to work together. (For purposes of this analysis, cities, villages, and townships are considered equal levels of local governments.)

Intergovernmental collaboration also occurs when local governments collaborate with the State or county governments. Such collaboration may take the form of

municipalities sharing the cost of functions performed by their counties; municipalities contracting with their counties or the State to have functions performed; or the county governments simply assuming responsibility for the performance of specific functions, thus relieving the municipalities of any function performance duties. These forms of relationships can be thought of as *vertical collaboration*. Unlike horizontal collaboration in which two or more units at the same level of government work together for the provision of services, vertical collaboration exists when local governments have functions performed by higher levels of government.

The relationship created when two or more governments use the same private provider for governmental services or functions can be thought of as *indirect collaboration*. Although the contracting governments may not interact in any way, they each benefit from the economies of scale created by spreading capital or human assets over wider geographic areas than is the case for their single jurisdictions. Many of the same services are provided by local governments contracting with other local governments (in horizontal and/or vertical collaboration) and through indirect collaboration.

Joint purchasing offers another form of intergovernmental collaboration, but it is not driven by the same economic motives for economies of scale that drive horizontal and vertical collaboration. The benefit of joint purchasing is the leverage purchasers gain by buying in bulk. Wholesale and retail providers of governmental supplies often are willing to reduce the unit price as the quantity purchased increases. By collaborating with other governmental units to purchase commonly needed items, governments may be able to obtain the same quantity of those items at a reduced unit price.

3. PATTERNS OF COLLABORATION.

Analysis of results from the CRC survey shows that the economic attributes of the functions and services are important determinants in identifying services well suited for intergovernmental collaboration and potential partners for each function or service. The following table shows the 20 functions and services for which all respondents to CRC's 2005 survey of local governments indicated commonality in the method of provision. *Self Provision.* Most functions/services are performed independently by individual governmental units. The services with the highest percentages of local governments opting for individual provision are those that are core to the operation of local governments and tend to be labor intensive, such as tax collection, accounting, elections, payroll, and record keeping, as well as zoning, planning, and building code enforcement/inspection/permits.

Horizontal Collaboration. Capital intensive services require major expenditures for land, buildings, vehicles, or equipment. The cost of providing capital intensive services is not directly related to the size of the population or geographic area served. Once a local government has invested in the land, buildings, vehicles, or equipment to provide capital intensive services, that government often is capable of serving populations and geographic areas broader than that single government. In economic terms, this is known as economies of scale. With the capital items in place, the marginal cost to the government of providing services to additional people or areas is relatively small.

Horizontal collaboration is used most often for the provision of capital intensive services, such as water provision and treatment, libraries, sanitary sewer treatment, fire

prevention, and mass transit. Horizontal collaboration often carries integration costs for the participating governments. Feasibility studies, legal agreements, service design plans, and other integration costs for the first couple of years of integrated service provision can lead to higher costs than the aggregate cost of each government providing the service independently. Capital intensive services are geographically sensitive – meaning communities usually must be adjacent to one another and the capital intensive land, buildings, or vehicles must be centrally located for all participating units to feel that their residents are gaining benefit commensurate to the costs contributed.

Horizontal collaboration can be threatening to municipal workers and residents and can be the most difficult form of collaboration to achieve, but the opportunity for significant savings in the budgets of local governments emanates from achieving economies of scale in the most expensive municipal services – those that require capital assets. Fire protection, water and sewer, libraries, and public works, to name a few examples, are relatively costly municipal services, so if municipal officials seek to seek savings, these services provide the greatest opportunities.

Table 1

Frequency of Self-Provision, Cooperation, and Private Provision, All Survey Respondents

Percent of units that reported self-provision, cooperation and private provision for top 20 responses in each service area

Self-Provision		Horizontal Cooperation		Vertical Cooperation		Private Provision	
Function/Service	Percent	Function/Service	Percent	Function/Service	Percent	Function/Service	Percent
Fleet Garage/Storage	90.4%	Water Treatment	52.2%	Police Patrol – Marine	92.0%	Cable Utility	92.3%
Treasury Functions	89.7%	Library	48.9%	Restaurant/Food Regulation	91.5%	Gas Utility	92.3%
General Purchasing	89.0%	Sanitary Sewer Treatment	48.1%	Police Patrol – Helicopter	91.0%	Broadband Internet Access	89.7%
Accounting	88.6%	Fire Fighting/Rescue	42.8%	Jail(s)	89.7%	Electric Utility	88.2%
Zoning Admin/Enforce	85.9%	Public Bus System	40.0%	Police Patrol – Horse	88.8%	Wireless Internet (Wi-Fi)	85.9%
Parking Lots & Structures	84.7%	Stadiums/Arenas	38.0%	Crime Laboratory	88.5%	Non-Res Waste Collection	76.3%
Payroll/Benefits	84.6%	Water Distribution	37.3%	Air Quality Regulation	87.3%	Surveying	73.4%
Records/Archives	84.5%	Sanitary Sewerage Collect	34.8%	Detention Center(s)	85.8%	Engineering	70.4%
Tax Collection	82.8%	Fire Fighter Training	33.8%	Septic Permitting	81.1%	Attorney/Legal Services	69.3%
Fleet Purchasing	82.8%	Building Inspection	33.3%	Well Permitting	80.5%	Res Waste Collection	68.2%
Parking Meters	82.8%	Community Pool	32.3%	Soil Quality & Conservation	80.0%	Hospitals/Clinics	55.7%
Document Destruction	82.1%	Dial-a-Ride	31.6%	Erosion Control Structures	79.5%	Golf Course(s)	53.5%
Building Security	76.9%	Haz/Mat Response	30.7%	Animal Control	79.0%	Recycling	52.4%
Records and Reporting	73.6%	Community Theater	29.9%	District Court	77.8%	Landfill/Resource Recovery	50.9%
Playgrounds	72.8%	Fire Hydrant Maintenance	29.2%	Water Qlty & Conservation	74.1%	Vehicle Maintenance	39.1%
Building Code Enforcement	71.8%	Fire Investigations	29.1%	Canine Unit	70.8%	Community Theater	38.1%
Cemetery Services	71.7%	Ambulance/EMS	28.8%	Environmental Education	66.9%	Website Development	36.5%
Parks	68.3%	Zoos	28.6%	Traffic Signs and Signals	66.9%	Street Lights	34.8%
Janitorial Services	66.4%	Senior Center	25.1%	Watershed Management	65.4%	Mgmt Information Systems	33.9%
Building Permits	66.3%	Airports	22.9%	Public Safety – 911/Radio	64.2%	Entertainment Facilities	32.1%

Source: *Catalog of Local Government Services*, CRC Memo 1079, September 2005,www.crcmich.org/PUBLICAT/2000s/2005/catalog.html.

Vertical Collaboration. Technically intensive functions and services require for their provision persons with advanced college degrees or professional certification. While most governmental functions and services require at least a basic level of training, functions that require persons with specialized academic training or that have been recognized in their fields through a professional certification program tend to cost more because of the higher compensation levels those persons can command in the public and private sectors. As with capital intensive services, once local governments have invested in the employment of people with specialized technical expertise, they may have assets capable of serving populations and geographic areas broader than their individual local government. In economic terms, this is known as economies of skill. With the professional staff member employed, the marginal cost to the governmental unit of providing services to additional people or areas is relatively small.

Vertical collaboration is reported most frequently for specialized police functions, criminal justice functions and the courts, crime labs, roads, animal control, environmental, and building regulation services. Some of these functions, especially criminal justice, the courts, and road maintenance, reflect legislative or constitutional provisions that require high degrees of county involvement and thus, institutionalize vertical collaboration.⁵

⁵ The inclusion of roads and courts among the services with high levels of vertical collaboration can be explained by state laws that institutionalize these vertical relationships. The advent of the Great Depression in the 1930s left many townships unable to fund road maintenance. State laws expanded the role of county road commissions to include care of township roads. Only one township has since returned to the role of caring for its own roads. Similarly, adoption of the 1963 Michigan Constitution mandated certain changes in the structure of the state judiciary. Specifically, Article VI, Section 26, required that the offices of circuit court commissioner and justice of the peace be abolished and a court or courts of limited jurisdiction be created by the legislature. Public Act 154 of 1968 carried out that mandate and vested control of court districts with the legislature. These services were excluded from the analysis.

Vertical collaboration tends to be easier to accomplish than horizontal collaboration. Because the person(s) with the technical skills provides the opportunity for economies of skill, and that person can be located nearly anyplace near the participating units, location is not vital. In fact, local governments need not be contiguous to benefit from vertical collaboration. The local governments and the county share a mutual interest in the efficient performance of government functions through vertical collaboration, but horizontal collaboration requires local government officials to surrender some level of control and participation by one unit of government comes at the risk of helping to make the neighboring unit of government a more attractive place to live and to compete for business.

The potential to achieve savings through vertical collaboration is not as great as the potential savings obtainable by horizontally collaborating on capital intensive services. This simply stems from the fact that the cost of capital assets is usually greater than the cost of employing persons with specialized skills.

Contrasted with capital intensive and technically intensive services are labor intensive services, for which the economies are different from those of capital or technically intensive services. The amount of staff needed to provide labor intensive services is directly related to variables such as the geographic size of the governmental unit or the population to be served, and the consequence of consolidating is simply to combine the geographic areas and populations of the participating jurisdictions with little or no resulting savings.

Indirect Collaboration. The services commonly provided through indirect collaboration tend to require either significant capital investment – utilities, Internet

access, and solid waste collection – or technical expertise – engineering, surveying, legal services, and information technology. Private providers also provide labor intensive services, such as janitorial or security services. The cost of providing these services can be greater for local governments because they do not have alternative work during down periods, but private firms can move staff across jurisdictions to meet demand. Michigan local governments heavily rely upon private providers for utility provision, Internet access, solid waste collection, engineering and surveying, and legal services.

4. RESPONSES FROM SMALLER CITIES.

Results of the survey were broken down by type of local government and by population size. Responses were received from 31 cities with populations between 5,000 and 10,000. Of those 31, only nine would readily be classified as suburban cities with little direct comparability to Manistee. The other 22 cities are single incorporated jurisdictions surrounded by townships with varying levels of density and service provision.

The following table shows the most frequently reported functions and services by delivery method for these smaller cities alters the lists, but the patterns of service delivery discussed above for all responding jurisdictions holds up for smaller cities. Unlike the 20 most frequently cited services for all respondents, for which no services appear on more than one list, on this list of 20 most frequently cited services for smaller cities some services appear on multiple lists. These cities have found multiple methods of providing some services to be optimal.

Self Provision. The functions and services most frequently self provided are those core to the functioning of the city — maintenance of city records; treasury; accounting; and payroll — for which there is no readily apparent partner — police protection; water metering/billing; and parking lots — or that give the cities their identity — zoning; building permits; and playgrounds.

Horizontal Collaboration. The cities collaborate with neighboring communities for municipal services that require a high level of capital investment; for buildings, vehicles, equipment, or other infrastructure. These include water and sewer services; libraries; fire protection; senior and community centers; and public transportation.

Vertical Collaboration. The cities rely on their counties to provide some capital intensive services related to the ability of the counties to efficiently perform those services — jails; courts; detention centers; animal control; and road signs and signals — but the other services require a person or persons with advanced education to perform the requisite tasks — restaurant inspections; environmental programs; public safety dispatch centers; disaster planning; and computer GIS systems.

Indirect Collaboration. The cities rely on private providers for services for which the workload would not justify the level of compensation required to employ people of that skill set — surveying; legal services; engineering; and website management — or for which the private sector is better suited to provide services over a wide geographic area — refuse collection; gas, cable, and electric utilities; ambulance, and hospitals.

Table 2

Frequency of Self-Provision, Cooperation, and Private Provision, Responses of Cities between 5,000 and 10,000 Population

Percent of units that reported self-provision, cooperation and private provision for top 20 responses in each service area

Self-Provision		Horizontal Cooperation		Vertical Cooperation		Private Provision	
Function/Service	Percent	Function/Service	Percent	Function/Service	Percent	Function/Service	Percent
Police Street Patrol	100%	Water Treatment	44%	Restaurant/Food Regulation	88%	Surveying	87%
Fire Hydrant Maintenance	96%	Sanitary Sewer Treatment	41%	Jail(s)	78%	Attorney/Legal Services	79%
Code Enforcement	92%	Library	39%	District Court	65%	Res Refuse Collection	75%
Zoning Admin and Enforce	92%	Fire Fighting/Rescue	35%	Detention Center(s)	63%	Engineering	67%
Police Bike Patrol	91%	Senior Center	31%	Crime Laboratory	63%	Recycling	65%
Municipal Records/Archives	88%	Haz/Material Hand & Resp	31%	Animal Control	56%	Non-Res Refuse Collection	63%
Treasury Functions	88%	911/Radio Communications	28%	Animal Licenses (dogs, etc.)	52%	Gas Utility	63%
Winter Road Maintenance	88%	Community/Rec Center(s)	28%	Erosion Control Structures	52%	Cable Utility	63%
Accounting	88%	Ambulance/EMS	28%	Soil Quality & Conservation	47%	Landfill/Resource Recovery	58%
Payroll/Benefits	85%	Community Pool	27%	911/Radio Communications	44%	Broadband Internet Access	54%
Purchasing	85%	Water Distribution	26%	Emergency/Disaster Plan	43%	Rd Const/Improvement	50%
Water Metering/Billing	85%	Sanitary Sewer Collection	23%	Canine Unit	41%	Electric Utilities	50%
Playgrounds	85%	Fire Fighter Training	23%	Air Quality Regulation	40%	Janitorial Services	48%
Purchasing	85%	Staff Training/Pro Dvpmt	22%	Fire Investigations	39%	Sdwk Const/Maintenance	44%
Garage/Storage	85%	Dial-a-Ride	21%	Watershed Management	39%	Street Lights	42%
Detectives/Crime Invest	85%	Emergency/Disaster Plan	20%	Water Quality/Conserv	38%	Wireless Internet (Wi-Fi)	42%
Parking Lots/Structures	83%	Elections Administration	20%	Geo Information Systems	36%	Ambulance/EMS	38%
Elections Records/Reporting	81%	Storm Water Treatment	19%	Haz/Material Hand & Resp	33%	Printing Municipal Docs	36%
Police Foot Patrol	78%	Public Bus System	19%	Mediation/Dispute Resol	33%	Hospitals/Clinics	36%
Building Permits	76%	Fire Inspection	19%	Road Signs/Signals	31%	Website Dvpmt/Mgmt	34%

Source: *Catalog of Local Government Services*, CRC Memo 1079, September 2005,

www.crcmich.org/PUBLICAT/2000s/2005/catalog.html.

5. COMPARISON OF THE CITY OF MANISTEE ORGANIZATIONAL STRUCTURE TO OTHER COMPARABLE COMMUNITIES.

The project team compared the City of Manistee to several other comparable communities in terms of basic service provision approaches, staffing levels, and overall organizational structure. This section outlines the key findings of this comparison and benchmarking effort related to these specific areas. This effort was undertaken to understand how the City of Manistee compares to other communities throughout Michigan in terms of organization, staffing and service provision.

While an understanding of prevailing practice is often enlightening, the City should be recognize that just because an approach is undertaken by other communities does not make it either a good practice or the appropriate approach for use by the City of Manistee. The opportunities for transforming the organization and positioning it for the future should be based upon specific focus and discussion regarding service delivery approaches related to specific services and taking into consideration alternatives to municipal provision of services where appropriate. It is for this reason, that the project team also conducted an extensive best management practices evaluation and the analysis of the appropriateness of different service delivery and organizational approaches for the City of Manistee.

The following table outlines the community and population size for the communities that provided sufficient responses to be included in the comparative data.

Community	Population
City of Manistee	6,586
Alpena, MI	9,454
Cheboygan, MI	5,295
Ludington, MI	8,324
Petoskey, MI	6,028
Average of Comparables	7,275

The following tables outline the approaches these other communities have undertaken in structuring their organization and providing key municipal services. The tables are organized by Departments / Major Services based upon the City of Manistee's approach with the second table providing notations and comments regarding how the other communities are structured and organized for service delivery. The following table shows selected staffing in key service areas for all communities and the total municipal staffing levels for all services provided.

	Cit y Mg r	Financ e / Treas.	City Cler k	Comm . Dev.	City Assess .	Public Works	Wast e Wate r	Fir e	Polic e	TOTA L	Pop. Per Empl .
Manistee	2	2.5	2	4	2	11	5	8.5	14	51	129. 1
Alpena, MI	2	2	2	2	2	19	-	24	23	81	116. 7
Charlevoix , MI	2	1	1	NR	-	NR	NR	4	9	48	62.2
Cheboyga n, MI	2	-	4	4	1.5	Not Reported	-	0	9	33	160. 5
Ludington, MI	2	1	2	3	3	Not Reported	4	1	17	68	122. 4
Petoskey, MI	2	-	-	-	-	-	-	-	19	98	61.5

NOTE: Totals for each community are based upon reported total municipal employment. In some cases, the totals reflect additional services not listed above (i.e. – Recreation, or other services not included in Manistee. The numbers by Department have been "standardized" by department, to the extent possible, to provide a more reliable comparison.

The individual organizational structures of each of the communities varies greatly, but generally follow a similar approach to that undertaken by the City of Manistee with departments of Police, Fire, Public Works, Community Development and Finance/Clerk as major organizational units reporting to the City Manager. While as a trend this was the most prevalent approach, the number and organization of the various departments varied greatly especially in the approach utilized for organizing typical Public Works functions. In several communities these were organized as smaller discrete units rather than as a comprehensive department with a broader focus (as being recommended in the City of Manistee).

Additionally, two of the comparable communities (Cheboygan and Petosky) have structured their public safety functions (Police and Fire) into a single Department of Public Safety operation where both entities report through a single Director. It should be noted that these are not “Public Safety” operations where employees provide both fire and police services – only that they are grouped together organizationally. This approach is utilized as one approach by municipalities in maximizing the use of managerial staff at the Director level by having an individual focused on both areas.

The following table outlines some of the key differences in service delivery approaches that were identified during research and discussion with the other communities.

Community	Key Services Delivery Differences
Alpena, MI	Contracted Waste Water operation.
Charlevoix, MI	Assessing Conducted by County. Paid on call Fire.
Cheboygan, MI	Clerk & Treasurer combined function. Separate Parks & Recreation Department. Department of Public Safety with volunteer Fire.
Ludington, MI	Contracted Assessing Function. Paid on Call Fire.
Petoskey, MI	Department of Public Safety.

The following section outlines additional areas for further exploration regarding shared services or contracting opportunities.

6. OTHER OPPORTUNITIES FOR FURTHER EXPLORATION REGARDING SHARED SERVICES OR CONTRACTING OPPORTUNITIES.

Although high levels of intergovernmental collaboration do not show up in analysis of Manistee’s service delivery or in comparisons with peer cities, it is important

that opportunities for collaboration be recognized. Michigan's prolonged economic recession and the state municipal finance system's continued reliance on property taxes, creates a need for all local governments to look at alternative municipal service delivery methods.

For some services the City of Manistee is well positioned to benefit from intergovernmental collaboration, but for other services the impediments might be too much to overcome. Manistee is a small city with few peers immediately adjacent. Although the tax bases of Filer, Manistee, and Stronach Townships are comparable to the City's, Manistee stands alone in the number of services provided to its residents and in the level of those services in most instances. There may not be a natural partner for horizontal collaboration to provide some of the services Manistee currently provides.

On the other hand, as a full-service, small city with staff capable of providing a wide range of services, the City may have excess capacity that would allow it to provide some services to surrounding townships on a contractual basis.

Also, the City of Manistee serves as the seat of government for Manistee County. The County's operations and many county services are provided out of the City of Manistee. Because the functions performed by the County and those performed by the City are alike in most ways, the county may serve as a partner for some functions. This relationship may provide opportunities for vertical collaboration between the City and the County.

Finally, there may be opportunities for horizontal collaboration with the Manistee Area School District. The boundaries of the School District are far broader than just the City, but the District offices are located within the City of Manistee. School districts

serve the primary purpose of educating children, but the functions and services that they perform outside of the classroom in many ways resemble the operations of a general-purpose local government. Like the City, the School District performs payroll, employs mechanics to maintain the fleet, purchases office supplies and large amounts of fuel.

The tables in sections 4.3 and 4.4 illustrate the types of functions and service that other local governments, and specifically cities similar in size to Manistee, are using collaboration to their benefit. Where applicable, those can provide a starting point for the City to identify services for collaboration. The City should not pursue complete consolidation of service delivery with another jurisdiction. Rather, individual functions within specific departments may be more efficiently performed in collaboration with others. Before the City considers specific functions and services for collaboration, the City will have to consider legal, labor, financial, governance, and other issues.

5. ANALYSIS OF ORGANIZATIONAL STRUCTURE, OPERATIONS, AND SERVICE PROVISION

5. ANALYSIS OF STAFFING, OPERATIONS AND ORGANIZATION

This chapter outlines the major findings related to staffing, operations, and organization in each of the major functional areas of the City of Manistee.

1. ORGANIZATIONAL STRUCTURE IS AN IMPORTANT ELEMENT IN THE EVALUATION OF VARIOUS SERVICE DELIVERY ALTERNATIVES.

Local government organizational structures are often developed over time and not frequently adjusted to address changes in service delivery approach, workloads, and/or changes in technology. The “way we’ve done it” becomes the understood, accepted, and unquestioned approach to providing services.

(1) In Evaluating the Plan of Organization and Management Systems, a Number of Principles Should Be Considered.

In evaluating the various organizational alternatives for the various services and the overall City Organizational Structure under review, the Matrix Consulting Group utilized a number of principles for organizational structure. These principles are presented in the points, below:

- **Services provided by the City of Manistee should be organized on a ‘form follows function’ basis** with a clear, distinct and comprehensive sense of purpose or mission for each functional area. Functions are grouped consistent with their periodic interaction, common planning and scheduling systems, delivery of services which are linked in some way, etc. resulting in functional cohesion.
- **The organizational structure should foster accountability.** Does the organizational structure foster accountability among management and supervisory staff? While this criteria overlaps with the management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization.

- **Organizational structure should facilitate decision-making, planning and management of operations and activities.** This impacts both the organizational structure and the management / supervisory staffing assigned within a structure. Critical functions within an organization should be placed where those responsible can access key decision makers without having to work through multiple layers of an oversight organization. Similarly, less vital functions can be safely placed more deeply within an organizational structure.
- **Organizational structure and management systems should not be unnecessarily complex.** Organizational structures and management systems should be based on common sense and should also be easily understood both internally and externally.
- **The plan of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different departments providing service to the public (or to internal staff) is minimized. The structure enhances shared knowledge and understanding among divisions and departments. The channels of communication are clear and consistent.
- **Staff resources should be utilized efficiently.** The plan of organization minimizes administrative overhead. Workload can be distributed/shared to maximize the productivity of staff through peaks and valleys and offer cross-functional capabilities (e.g., to balance workload of maintenance staff across street maintenance, snow removal, park and athletic field maintenance, etc.). Processes can be standardized to enhance the efficiency and customer responsiveness of services.
- **Human potential should be realized.** The plan of organization enhances career development opportunities, training and recruitment and retention.
- **The quality and responsiveness of services provided to customers should be improved.** The plan of organization enables staff to provide better service to the public in terms of cycle times, user friendliness, performance management, quality control, and consistency of the application of policies and procedures. Customers (internal or external) are the hub – with the organization designed around them.
- **An organizational structure, and functional placement, should make common sense both internally and externally.** The placement of functions within an organizational structure must make sense both to those who are involved in the delivery of the services and to those for whom the services are provided.
- **An organization must be designed to maximize efficiency of programs and of its own staffing.** An organizational structure is the reflection of the priorities

of the community in many ways. This includes the efficiency with which the operations of the organization are conducted.

These principals, coupled with the trends identified previously, lead to a number of key organizational issues, which should be considered in evaluating any organizational structure including the placement of functions within the organization.

(2) The Alternative Organizational Structures were Analyzed Based upon Their Ability to Maximize Conformance with the Identified Criteria.

These principles were then converted into a matrix to enable the project team to evaluate each alternative. The primary purpose of the matrix was to focus the project team on alternatives and to evaluate the each of those alternatives using the criteria.

CRITERIA
Organization and Structure <ul style="list-style-type: none">• Clear lines of accountability• Spans of control/number of management layers• Functional cohesion
Communication and cohesion <ul style="list-style-type: none">• Hand-offs/exchanges (internal/external)• Physical/virtual proximity• Shared knowledge/understanding
Resource Utilization (Cost) <ul style="list-style-type: none">• Administrative overhead• Workload management (even distribution)• Process efficiency/standardization• Resource sharing
Human Capital <ul style="list-style-type: none">• Career development• Training• Recruitment and retention
Agility and Flexibility of the Organization <ul style="list-style-type: none">• Scalability (ability to manage peaks and valleys)• Adaptability (cross functional capability)
Service Quality and Responsiveness <ul style="list-style-type: none">• Customer service• Performance management• Quality control checks and balances• Consistency of policy/procedure application

These criteria were considered, as part of the review, for all alternatives considered to ensure arguments for and against each alternative was considered, leading to a recommendation for a preferred alternative.

2. THE OVERALL ORGANIZATIONAL STRUCTURE OF THE CITY OF MANISTEE GENERALLY REPRESENTS APPROPRIATE ORGANIZATIONAL PLACEMENT OF FUNCTIONS BUT NARROW SPANS OF CONTROL FOR MANAGEMENT POSITIONS.

The overall organizational structure in the City of Manistee represents the traditional departmental organization the project team typically encountered in organizations of similar size and service composition with a few exceptions. The City of Manistee is led by a City Manager – appointed by the City Council – who supervises the Department Directors. The following organizational chart represents the current reporting and organizational hierarchy in place in Manistee at this point in time.



The overall organization and span of control for the City Manager's direct reports falls within recognized benchmarks and represents a traditional approach to organizational structure. It should be noted that the City Clerk and Finance Director share several staff in a cross-utilization arrangement that represents a departure from prior organizational approaches employed in Manistee when a separate Treasurer / Deputy Treasurer position was filled.

Throughout the remainder of the organization, the spans of control for most Department Directors fall on the lower end of normally accepted benchmarks seen in the public sector. The following table summarizes the number of direct reports by Department.

Department Director	Number of Direct Reports
City Manager	9
Finance Director / Treasurer	4
Community Development Director	4
Public Works Director	15* (though some lead positions involved)
Police Chief	4
Fire Chief	4
City Assessor	1
Utilities Director	4

As shown, generally spans of control are narrow throughout the organization – typical of what is seen in a smaller governmental agency with diverse service functions. In the project team's experience, there are two functions (in smaller organizations) that frequently are combined under a single Director that are not currently organized in that manner in Manistee these include:

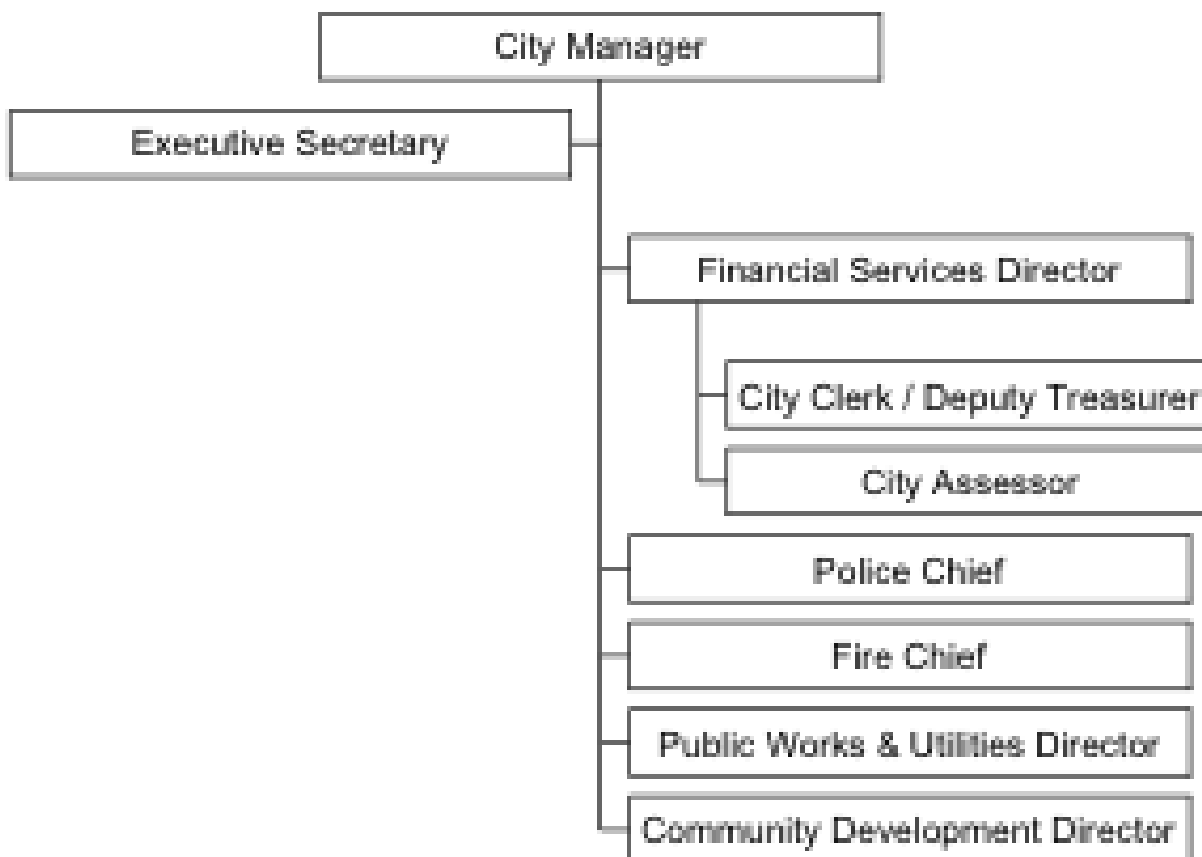
- Many Finance Departments include the City Assessing function as a component division of the overall City-wide Financial Services Organization. This would be a viable option for the City of Manistee and would accomplish several benefits including (1) reducing the number of direct reports to the City Manager; (2) expand the span of control for the Finance Director; (3) eliminate the one over one reporting relationship in Assessing, and (4) place all functions related to City financial operations under a single supervisor.
- Given the inter-relationship of maintenance functions and the small size of the direct staffing for Utilities, the inclusion of this function within the Public Works Department is also a common organizational approach. This – if implemented in Manistee – would provide a greater focus and coordination of the overall maintenance functions, and not substantially impact overall spans of control beyond typical benchmark standards with the utilization of Division Manager.

Were these two organizational changes to be implemented, it would result in an organizational structure focused on five primary service area:

- Financial Services,
- Community Development,
- Police,
- Fire, and
- Public Works & Utilities.

The following organizational chart depicts this structure and the reporting relationships.

**Alternative Organizational Structure
City of Manistee**



This approach would provide a more focused attention on service provision by grouping similar functions – where economies of scale, sharing of staff, and similarity of duties are present - under fewer Directors. Given the small size of the Manistee City Organization, a primary goal should be the maximum utilization of top level management staff (who focus on key planning, management and operational issues), the judicious and limited use of second level manager / supervisory positions, and the increasing placement of accountability to front line workers.

The next following sections address several major organizational / service provision issues that were identified, reviewed and analyzed as part of the operational

audit. This differ from the operational recommendations contained in the Best Management Practices section in that these represent new or different approaches to service delivery (or changes in services provided) versus simply improving the existing service approach.

3. THE CITY OF MANISTEE SHOULD EXPLORE OPPORTUNITIES FOR OPERATING THE RAMSDELL THEATRE UNDER A DIFFERENT FINANCIAL APPROACH TO PROVIDE ALTERNATIVE FINANCING MECHANISMS.

The Ramsdell Theatre is a major attraction and quality of life enhancement within the City of Manistee. The project team was well briefed on the history that led to the City assuming financial and operational oversight of this historic structure and the value placed on the maintenance of this facility within the community. With that noted, it must also be acknowledged that the facility is not currently financially self-sufficient for annual operating expenses and that significant capital expenditures (roofing, HVAC replacement) have been identified as necessary for the continued maintenance and safeguarding of the structure. All inclusive these expenses approach a total of \$1,000,000 to complete all necessary facility upgrades, maintenance and repairs over a period of years.

It is highly unlikely that this facility can be operated as a “for profit” entity in the short-term and this has not necessarily been the primary goal or vision of the community for this structure. The primary focus should be on the ability to minimize the subsidy required to operate the facility on an annual basis and seek alternative financing methods for covering major capital expenditures.

In an ideal situation, this facility would be supported on a county-wide or regional basis as its use and benefit incurs to a population base beyond just the residents of the

City of Manistee. Costs charged for holding individual events at the facility are unlikely to be established at a level sufficient to cover full operating costs without impacting the utilization level of the facility. The City should explore discussions to determine if a regional authority can be established to operate and finance this building. This will necessitate and outreach and educational campaign to garner the necessary support and demonstrate the regional benefits of the facility. Alternatively, a joint operating agreement with another entity (such as the County or the local community college) may provide some relief to the citizens of Manistee. Staff within the City of Manistee should be focused on identifying all available grant opportunities through the State and various national charitable organizations to support the annual operating, programming, and capital costs.

Additionally, the City of Manistee should pursue the issuance of a Request for Quotation solicitation to seek out and identify potential individuals, firms and community organizations to operate the Ramsdell Theatre on an annual basis. The purpose of the RFQ would not necessarily be to generate sufficient revenue to cover all operating costs, but to determine if alternative operating approaches (while maintaining City ownership) might reduce the annual operating costs associated with the facility. While the direct staffing assigned to the operation of this facility is minimal, the annual City subsidy to the Ramsdell Theatre Governing Authority approximates \$65,000 exclusive of capital expenses. In addition, a significant amount of time from the Finance and Community Development Department are spent to support the operations of the Ramsdell Theatre. These efforts include scheduling of events and some related billings.

Recommendation: The City should continue to place a high priority on identifying other funding sources for ongoing annual operating and capital expenses related to the operation of the Ramsdell Theatre.

Recommendation: The City should consider the release of a Request for Quotation package that would solicit proposals from community groups and private firms desiring to handle on-going operations of the facility on an annual basis.

4. THE CITY SHOULD UNDERTAKE A COMPREHENSIVE RFP REGARDING REFUSE COLLECTION TO GATHER THE NECESSARY INFORMATION TO MAKE THE NEEDED POLICY DECISION.

Of all the issues raised with the project team during the community meetings and survey, the issue of refuse collection was the most frequently raised and most heatedly discussed. This issue is that breaks down along two distinct policy views: refuse collection as a basic city service (funded through property taxes) and refuse collection as a “user supported” service where individual users pay according to the amount of the service utilized. Both approaches are commonly found in local governments through the nation. The City of Manistee currently funds refuse services through a 1.5 mil levy and a small monthly user fee paid by residents.

While there are no requirements that would require the community to directly provide refuse collection, most communities have determined that the public health and for the betterment of the community, that this service will either be provided by the organization or through contractual arrangements made and paid for by the City. The project team is familiar with several communities (including those exceeding 100,000 in population) that have taken the approach that they will mandate residents have refuse collection but leave the choice and payment of providers to the individual residents. However, this is the least common approach seen – due to the loss of financial economies of scale and negative impacts from residents that do not properly dispose of

refuse. Additionally, the utilization of multiple service providers increases the “wear and tear” on City streets through an increased number of refuse vehicles servicing the community.

The provision of refuse services by a community (whether directly provided or contracted to a private provider) is the most common approach undertaken. Given the high level of focus on this issue within Manistee, the project team believes that the only feasible way for policy-makers to gather sufficient information necessary to make the determination of a future action is to undertake a comprehensive RFP that is structured to require refuse providers to respond with cost data for each of the following approaches:

- 1) Cost of providing unlimited service to all households in the community with the City directly paying for the cost of the service. The responders should be required to provide pricing on a per household basis and not as a single total price.
- 2) Cost of providing unlimited service to all households in the community with the residents directly paying for the cost of the service to the vendor. This approach provides the ability for the City to reduce from its expenditures (and theoretically from property tax assessments) the cost of the service. Under this approach, vendors typically quote a higher price due to the administrative costs they incur for billing and collections.
- 3) Cost of providing services (quoted on per household per month cost basis) as provided in option 2 with the ability of household to suspend services when they are not utilizing them. This will enable the City (and respective households) to determine the net impact of shifting costs from households that currently pay for year round service but in the future would select less than year round service to those that will remain with year round service.

These options are listed in general order of least to most expensive in providing the service to all households in the community (i.e. – total cost is typically less when the entire community is provided service by one vendor with payment made by the municipality and highest costs is incurred – overall – when service is provided to

households with individual users making payments to the vendor with the option of stopping and starting service as desired. Responding vendors can also be required to provide pricing information for recycling services for each of these options also.

In this situation, the City of Manistee's distance from metropolitan areas should not impact the ability to attract qualified and responsive vendors. Waste Management, one of the leading national providers, has a regional operation in the Grand Rapids area that would be able to provide service to the City of Manistee and ensure a competitive process should they choose to bid on the collection.

The project team does not recommend that the City consider alternatives where more than one vendor is selected and residents are able to choose their provider. This approach not only is more expensive, in the aggregate, but has additional community impacts such as increasing large vehicle traffic in the neighborhoods (as multiple collectors travel the same routes and usage issues related to households that do not pay for any service and inappropriately dispose of their refuse).

While a "consensus" appears to be present that the user fee is a more "equitable" approach to funding refuse collection, it is not universal. There are some residents on fixed income with limited ability to absorb an additional cost for what they consider a "basic city service". The City, if it moves to implement a user fee payment approach for all refuse services, should consider the development of a "subsidy program" for those residents of limited means. This program could also be included in the RFP as a requirement for the private contract to administer and building into monthly fees charged for services rather than being funded by the City of Manistee.

Recommendation: The City of Manistee should issue an informational Request for Proposals to Private Firms seeking pricing and service options for the provision of refuse collection for residents. Pricing information should be broken down based upon various options including (1) funding method (City versus resident), (2) ability to start and stop services based upon resident needs (i.e. – seasonal versus full year service), and (3) unlimited versus per bag cost.

Recommendation: Information received from these responses should be utilized for making the policy decision on the appropriate service approach for Manistee in handling refuse collection and whether to treat this as a basic city service or a “utility-based” service where cost is determined by individual use.

5. THERE ARE SEVERAL OPTIONS FOR THE CITY’S CONSIDERATION REGARDING THE PROVISION OF FIRE SERVICES TO THE COMMUNITY.

Following the refuse issue, the other significant community issue raised was the appropriate level of fire service for the community. Significant differences emerged regarding public perceptions with a large contingent indicating a desire to have a fully – volunteer fire service and an equally large contingent satisfied with the current service approach. A more limited desire was identified to expand the fire service to include full ALS medical service including transport by the Fire Department. The issue of utilizing a “public safety” approach to fire service provision – where Police Officers are cross-trained to also provide fire service (and vice versa) – was frequently cited as an option that the City of Manistee should undertake. This was notably a very frequently cited issue in the employee survey conducted.

In considering the appropriate level of service within the City of Manistee, a few points regarding the existing service should be considered:

- The City of Manistee is the only community “around the lake” providing fire service through the use of full-time paid firefighters. The neighboring departments are typically staffing with volunteer personnel.
- The number of fire apparatus within the immediate region is generally acknowledged to exceed the number needed to provide adequate fire protection if fire services were provided on a regional rather than a community basis.

- The City is currently staffing fire apparatus with 2 full-time personnel (Captain and Driver/Engineer/Firefighter) that provide both fire response and BLS (basic life support) EMS transport.
- The primary workload of the Department are rescue runs as opposed to fire runs (31 fire runs in 2008 versus 662 rescue runs). Total calls for service (fire runs, non-fire runs and rescue runs) average between 2 to 3 calls per day.
- West Shore Medical Center operates a full-service ambulance service including coverage to the City of Manistee.
- General satisfaction levels with the service provided by the Department is high. Concerns raised were not due to service provided but rather overall costs of maintaining the service levels.

The project team reviewed several alternatives for Fire and EMS service provision in Manistee as summarized in the following table outlining the service approach, pros and cons of each approach, and potential cost impacts of adopting the service approach to place each of these approaches in context. In reviewing these various alternatives, it should be remembered that the service provision choices general fall into the following categories:

- Provision of Services by City Staff (ranging from volunteer to paid staff);
- Regionalization of Fire Services (also ranging from volunteers through paid staff); and,
- Implementation of some version of a Public Safety Department Approach (that can also range from full Public Safety Officer implementation where individuals are fully trained as firefighter and police officer to creation of a single Public Safety Department for administrative purposes while maintaining individual police and fire staffing).

There are multiple opportunities for combining these various approaches into alternative service delivery approaches.

Service Approach	Pros	Cons	Potential Cost Impact
Status Quo	<ul style="list-style-type: none"> • No change in community service levels from those currently provided. • No transition to new model. 	<ul style="list-style-type: none"> • No cost savings. 	No change in current expenditures.
Increase from current service levels to full ALS transport capabilities.	<ul style="list-style-type: none"> • Enhanced level of service to community. • Potential to cover costs via revenue generated. • Competition with the private sector. 	<ul style="list-style-type: none"> • Increased duplication of services in the community. • Potential financial liability to City if costs exceed revenues. • Need for additional staff / contractual service (or added duties to existing personnel) to handle billing, collection, and regulatory compliance for transport services. 	Difficult to estimate with a reasonable degree of certainty. If pursued, it should be done on a pilot basis to determine feasibility of operating a self-supporting service.
<p>Provide all services through volunteer service.</p> <p>One option to be considered would be to contract with West Shore Medical Center to locate permanently an ambulance within Manistee to maintain existing response times.</p>	<ul style="list-style-type: none"> • Reduced cost to City. • Alignment of services to levels comparable with surrounding communities. • Maintain EMS service level and increase response time with implementation of change from EMT service to Paramedic service with West Shore Medical providing service (replacing Rescue 5). The City could provide housing of unit at current facility. 	<ul style="list-style-type: none"> • Reduced fire service levels to community. • Potential difficulty in recruiting and maintaining a sufficient volunteer base. • Potential / likelihood of increased response times to calls for service. 	The current annual operating budget for Fire Services in 2008-09 totalled \$705,364 consisting of \$600,000 in personnel costs and \$105,000 of operating costs. A conservative estimate of the costs savings for transitioning to a full-volunteer service (maintaining existing administrative support) to be \$450,000 to \$500,000.

Service Approach	Pros	Cons	Potential Cost Impact
Regionalization of Fire Service Provision	<ul style="list-style-type: none">• Most effective utilization of staffing and equipment.• Potential reduction in annual operating costs and capital expenditures.• Ability to allocate resources based on location versus “geographic” boundaries.• Flexible approach that could maintain paid service in Manistee and volunteer service in other communities while still reducing operating costs (through reduced equipment costs). Or the ability to transition to full-volunteer / paid on call to achieve greater savings.	<ul style="list-style-type: none">• Most difficult option to implement due to necessity to coordinate with multiple other fire jurisdictions.• Loss of “community” department.• Potential reduction in service levels.	Cost impacts will vary depending upon agreement reached and whether Manistee maintains paid staff or transitions to full-volunteer approach.

Service Approach	Pros	Cons	Potential Cost Impact
Implementation of fully integrated Public Safety Officer approach.	<ul style="list-style-type: none"> • Greatest flexibility in the use of city staff. • Potential to reduce on-site arrival time of first responder with Police assuming greater role for medical responses. • Potential to reduce total public safety costs by cross-utilization of staff. 	<ul style="list-style-type: none"> • Increased training requirements for staff that will be cross-utilized (need for both police and fire training). • Potential to impact response abilities when Police and Fire calls are received simultaneously. • Potential for recruiting difficulties for future hires based upon "unique approach to providing services" and need to find individuals with skill sets in two different public safety fields. 	<p>Costs for implementation of a public safety approach vary depending upon the method of implementation and the level of Fire Service Maintained. For example, if fire changed to volunteer and Police Officers are simply trained to next level to provide a higher level of initial medical response the cost can be minimized to average \$10,000 per employee.</p> <p>However, if a more fully integrated public safety approach were considered (where employees are fully trained and deployed as both a Firefighter and a Police Officer), the cost savings are virtually eliminated due to increased training costs for multiple training requirements and maintenance of existing service levels. Despite the limited financial savings, there are operational efficiencies achieved.</p>

Service Approach	Pros	Cons	Potential Cost Impact
Implementation of Public Safety Department without full integration of staff into Public Safety Officer approach. This approach would utilize a Public Safety Director overseeing both Police and Fire, with an Asst. Chief/Commander (or other designated rank) utilized as the day-to-day supervisor with one supervising Police and one Fire.	<ul style="list-style-type: none"> • Maximizes top management utilization. • Reduces one Department Director position for cost savings. • Maintains specialized staff functions (Police Officer, Firefighter) while achieving some operational benefits of a combined service approach (such as increased cooperation between staff, common supervision / management approach, etc.) • No impact on potential recruitments by requiring skills / abilities in both law enforcement and fire service. 	<ul style="list-style-type: none"> • Places large level of accountability for public safety on single individual. • Community may have difficulty finding highly qualified individuals able to serve as Public Safety Director. • Perception that one service is “favored” over the other depending upon the background (law enforcement or fire service) of the selected Director. 	Potential savings of an estimated \$50,000 through elimination of one Chief Position. Cost savings recognizes that reclassification / pay differential for an existing position would be required to move them to applicable commander position.

While the above chart summarizes the major elements of each of these approaches, these are not intended to be either exhaustive of the pros and cons or the various alternatives that could be considered (for example – regionalization can occur with Manistee maintaining fulltime employees or with the City providing service with volunteers). They should be utilized as a framework and guidelines for considering and evaluating the policy decisions regarding service levels desired within the community. While the project team cannot dictate the “policy choice” for service levels within the community, we would note that the following options provide the greatest opportunities to the City (either financial or service):

- The greatest financial savings can be achieved through the transition to a full-volunteer fire and ems service with estimated annual savings of approximately \$500,000. Costs for EMS services would be borne by West Shore Medical

Center though the City could facility implementation of this approach through the provision of housing for the ambulance at the City facility.

- The use of staff and equipment can be maximized most effectively through the pursuit of a regional approach to fire service provision. At the present time, staff and equipment are underutilized and provide “overlap” in ability to provide services based upon existing fire equipment location / quantities.
- Response time and service levels for basic medical services can be increased easiest through the training of Police Officers to the next level of medical service and changing protocols to dispatch them to a wider variety of calls. This will have a cost associated with implementation of one-time cost of \$10,000 per employee trained to provide service. On-going costs would include maintenance of certifications.
- Implementation of a Public Safety Department (where police and fire remain separate division with no cross-utilization of staff) but serve under a common Director. Provides a small annual financial savings of approximately \$50,000 annually after all personnel actions are implemented.

The most difficult service alternative listed to implement is the fully integrated public safety officer approach where employees are fully cross-trained in both law enforcement and fire service. While not a common approach to service delivery in communities of this size, there are still several communities that are effectively utilizing this approach. It is a less common approach in smaller communities such as Manistee due to training needs, limited recruitment opportunities, etc.

Recommendation: The City of Manistee should further explore, on a longer term, basis the opportunity to institute agreements to regionalize the provision of Fire service and provision of EMS through a cooperative effort with West Shore Medical Center.

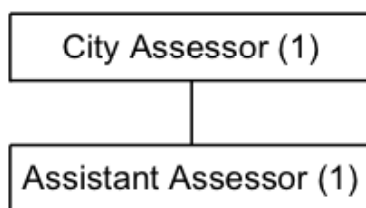
Recommendation: The City Council should undertake a policy discussion and determine parameters / guidelines (i.e. – primary focus on finances, response times, etc.) for the City Manager to utilize in evaluating opportunities for changes to the provision of fire services and organizational structure.

- 6. THE CITY OF MANISTEE SHOULD EXPLORE THE POTENTIAL TO PRIVATIZE ASSESSING SERVICES AND REALLOCATE THE FUNCTION TO A DIVISION OF THE FINANCE DEPARTMENT.**

The City Assessor is responsible for the development and maintenance of the City's tax roles. This includes maintaining all records relating to real and personal property within the City. The Department also prepares the annual assessment roll. The Department also administers exemptions, such as poverty and homestead exemptions. Presented below is the current plan of organization for the City Assessor's Office.

**Current Organization of the
City Assessor**

City of Manistee, Michigan



(1) Summary of Best Management Practices

The project team reviewed the operations, staffing and management systems and practices in the City Assessor. This review identified strengths, as well as opportunities for improvement. The table, which follows, presents a summary of the strengths and opportunities for improvement in the City Assessor.

Function	Summary of Strengths	Summary of Opportunities for Improvement
City Assessor	<ul style="list-style-type: none">• The City requires that the City Assessor maintain a Level II certification. The Assistant Assessor holds a lower certification enabling her to provide assistance above basic admin support.• The City Assessor utilizes a geographic information system. Additionally, the City Assessor has tax assessing software.	<ul style="list-style-type: none">• The City Assessor does not utilize performance based budgeting.• Hand-held input devices / laptops area not utilized in the field by assessors. Assessors do utilize digital cameras.

Function	Summary of Strengths	Summary of Opportunities for Improvement
City Assessor (continued)	<ul style="list-style-type: none"> The City adheres to the States cyclical inspection cycle. Sales data are reviewed to ensure arms-length transactions are included in the analysis. The City Assessors utilizes a number of methods, including business registration, newspaper / advertisements, permits, etc. The Department utilizes software that allows for the maintenance electronic records of each parcel in the City The City Assessor receives permits from the Community Development Department. The City Assessor coordinates with other municipal departments to identify new taxable properties (e.g., building permits, business registrations, etc.) The City Assessor has partnered with its software vendor to provide access to tax records, including sketches and / or pictures. There will be a small fee for access to properties (owners can access their property data for free). 	<ul style="list-style-type: none"> Formal, ongoing customer service training is not provided to staff.

(2) Analysis of the Appropriate Approach for Providing Assessment Services In the City of Manistee.

The detailed analysis of the issues presented in section two can be found in the following pages. Currently, assessing services in the City of Manistee are provided by the City Assessor. This department is staffed with two fulltime equivalents. The table, which follows, presents a summary of the responsibilities of staff in the Department.

Assessor	Assistant Assessor
<ul style="list-style-type: none"> Manages the daily operation and management of the Department, including development and monitoring of the Department's budget, supervision of staff, supervision work performed by contract, etc. Prepares annual assessment roll. Conducts comparables sales search and analysis, as well as inspections of commercial, industrial and multi-family 	<ul style="list-style-type: none"> Provides customer service to citizens. Assists citizens with exemption applications. Enters all data into the software system, including field cards completed by the contractor. Assists the Assessor in conducting field inspections, as needed. Provides general office support, including answering phone, filing, etc.

<ul style="list-style-type: none"> properties. • Completes the City's economic conditions report. • Ensures compliance with City, County and State tax assessment mandates and schedules. • Review sales data and ensure County has "uncapped" appropriate parcels. • Proactively identify taxable property (e.g., unpermitted work, undocumented personal property, etc.) 	<ul style="list-style-type: none"> • Updates data in system, such as homestead exemptions, values resulting from completion of permitted work, etc. • Prepares and distributes notices, such as denial notices and supports the Board of Review. • Maintains a variety of spreadsheets, including vacant land, arms-length transactions (for 'uncapping'), foreclosures, abandonments, etc.)
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The points, which follow, present a discussion of the City Assessor Department.

- The City Assessor Department is a standalone department with the Assessor reporting to the City Manager.
- There are two fulltime equivalents assigned to the Department, including the Assessor and the Assistant Assessor.
- The Department utilizes contract support to conduct cyclical assessments.
- The Assessor and the Assistant Assessor conduct field inspections.
- Staff provides general customer service and support with respect the City's property assessment procedures, as well as exemption and appeals processes.
- The Department is responsible for ensuring City assessing procedures are in compliance with State requirements and timeframes.

As noted, the City of Manistee currently has a two-person Assessor Department.

In addition to the fulltime personnel, the Department currently utilizes contract staff that performs field inspections. The points, which follow, present a number of observations with respect to the City Assessor Department.

- The City Assessor is a standalone department with two personnel.
- Spans of control within the Department are narrow with a one-over-one reporting relationship.
- The Department has a contract in place for cyclical inspections.
- There are a number of municipalities within Michigan that have implemented alternatives methods of providing assessing services, including:
 - Directly provide assessing services

- Contract in service (provide for their municipality, as well as for other municipalities)
- Joint provision of services with another municipality (e.g., shared services)
- Contract out service (outsource the delivery of assessing services)

The Citizens Research Council of Michigan collected data with respect to a number of local government services and methods of delivery (i.e., how specific municipal services were provided). This research identified that while the majority of municipalities in Michigan directly provided property assessing services, nearly 30% of communities have property assessing services provided by another agency, including:

- 0.2 % by the State
- 5.8% by the County
- 7.2% by another municipality
- 15.9% by a private provider

Of the 30% of communities that do not directly provide property assessing services provided by, the most common approach was the utilization of a private provider with nearly 16% of agencies choosing that method of service delivery. For example, the City of Ludington (MI) has recently opted to contract out municipal property assessing services and has expressed a willingness to discuss jointly contracting for this service with the City of Manistee (with potentially larger cost savings for both communities based on economies of scale).

The points, which follow, present a summary of the contractual services:

- Establish a minimum of 16 hours (2 days) per week of office hours at City Hall. A portion of this time will be used to reappraise properties.
- Provide customer service remotely, including answering answer taxpayers' questions via telephone or e-mail on the other days of the week when not physically located at City Hall.
- Attend the Board of Review meetings and represent the City during these meetings.

- Defend all appeals to the Small Claims Division of the Michigan Tax Tribunal.
- Assist the City's legal counsel in the defense of all appeals to the full Tax Tribunal.
- Reappraise at least 20% of the City's properties each year.

For the City of Ludington, the fiscal impact in the change from a direct service provider of property assessing services to contracting the service was more than fifty percent savings (or reduction in costs).

No matter which approach to providing assessing services that the City undertakes, this function should organizationally be placed as a component division of Finance for span of control and operational oversight. While this will necessitate the Finance Director having to oversee an additional function, it achieves several operational efficiencies that are worth implementing, including:

- Better spans of control for the Finance Director (increasing) and City Manager (decreasing).
- Additional oversight for the operation on a day-to-day basis from a Director that can address customer service issues that may arise.
- Day-to-day oversight of contracted service (if the City implements this approach).

The Finance Director should not be expected to gain the technical requirements for conducting assessing functions, but to apply an oversight, management, and control function to focus on improving the level of service provided and the citizen perspective of the service. In implementing this organizational change, we feel that filling the currently vacant ½ time position (either through an additional part-time position or elevating the existing part-time position to full-time will be necessary to provide sufficient staffing resources for the Finance function.

Recommendation: The City of Manistee should issue a Request for Proposal for Property Assessing services. The City should anticipate a savings upwards of fifty percent of current costs (or approximately \$90,000) depending on the competitiveness of the procurement process, as well as the level of service chosen by the City.

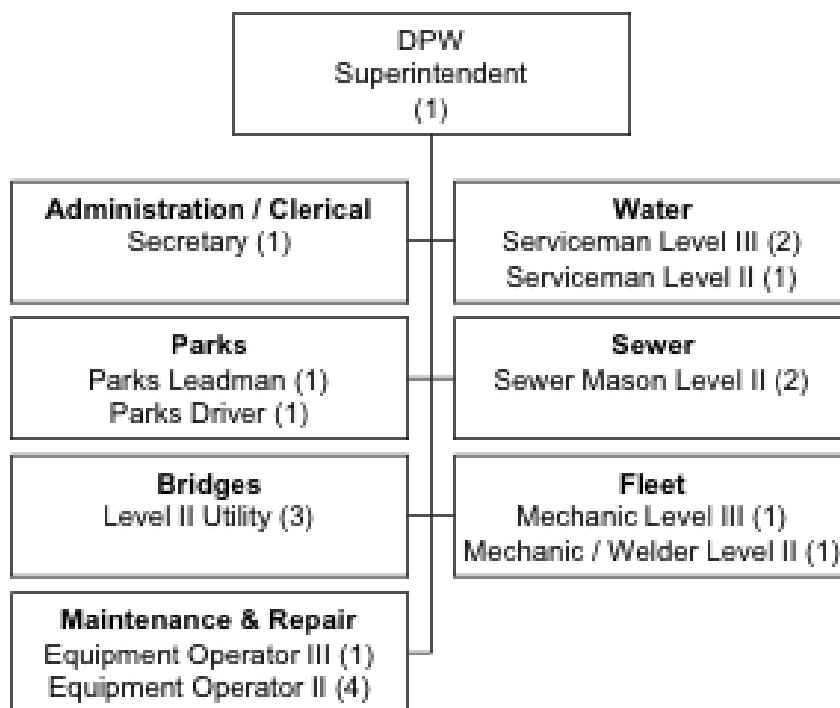
Recommendation: The City should also place the City Assessing function organizationally under the Finance Director for general oversight and management through the creation of a Financial Services Department. This change should take place without respect to the decision of the City to contract or not contract for assessing services.

7. THE CITY OF MANISTEE SHOULD MERGE THE EXISTING PUBLIC WORKS DEPARTMENT WITH THE WASTE WATER TREATMENT PLANT DEPARTMENT AND CREATE A DEPARTMENT OF PUBLIC WORKS & UTILITIES.

The Department of Public Works provides a variety of services within the City. This includes the preventive maintenance, repair and management of the City's infrastructure. The Department is responsible for maintaining municipal grounds, streets, parks, fleet and beaches. The Department oversees leaf removal, snow plowing, and beach maintenance programs. While there is a separate wastewater treatment operation, the Department oversees the maintenance and repair of the water distribution and wastewater collection lines.

The Department of Public Works is organized into several core areas, including administration, water, sewer, bridges, fleet, and maintenance and repair. The overall organization of the Department is shown in the following charts:

**Current Organization of the
Department of Public Works**



(1) Summary of Best Management Practices

The project team reviewed the operations, staffing and management systems and practices in the Department of Public Works. This review identified strengths, as well as opportunities for improvement. The table, which follows, presents a summary of the strengths and opportunities for improvement in the Department of Public Works. It should be noted that due to attrition, the DPW staffing levels have been reduced during the current fiscal year from prior year by two positions.

Function	Summary of Strengths	Summary of Opportunities for Improvement
Public Works	<ul style="list-style-type: none"> The City has centralized most maintenance and repair functions under the Department of Public Works, including water and sewer system, parks and grounds and fleet maintenance. The Department is a flat organization with less than five organizational layers. Divisions within the Department are organized around core service areas. There is a formal, Citywide safety program. Service levels are appropriate in most areas. For example, potholes are patched within one business day and the City's downtown area is swept twice weekly. The Department has outsourced a number of functions, such as engineering, street reconstruction, sewer and water line replacement, televising of sewer lines, sidewalk replacement, etc. The City has developed a formal pavement management system. The Department has developed fleet replacement guidelines and policies. Responsibility for fleet maintenance has been centralized in the Department. The Department does have an automated information system to generate data for fleet related work. The City utilizes automated system to control and monitor fuel costs. The City inspects fire hydrants annually. 	<ul style="list-style-type: none"> The City's Wastewater Treatment Plant is a standalone department. A long-term technology plan has not been developed. The Department has not developed a comprehensive technology plan and does not have in place an automated information management system to assist managers with the evaluation and assessment of services. The Department does not have a computerized maintenance management system. The Department does not have a parts inventory system. Formal training needs assessments are not conducted. The Department does not currently have a formal, sidewalk inspection program. The Department has not developed a cyclical inspection program to identify tripping hazards on a routine and ongoing basis. Formal, annual work plans and service levels have not been developed. The Department does not have formal programs in place for inspecting playgrounds, conducting parks condition assessments, etc. The Department has not implemented a valve exercise program.

(2) Summary of Major Findings

As a result of the project team's analysis, the City of Manistee should make several changes to the Department of Public Works. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Are there opportunities to streamline the organizational structure of maintenance, repair and treatment functions?	The City of Manistee should merge the Department of Public Works and the Wastewater Treatment Plant into a single department with one Director overseeing all functions of Public Works, Water, and Wastewater.	(\$46,400)
Are there opportunities to ensure the City's cost of services are competitive with the private sector?	The Department should periodically issue invitations to bid and / or requests for proposals for the provision of services for which there are local and / or regional provider. The Department, as part of this process, should also develop a response to the ITB or RFP to ensure a comprehensive and fair comparison.	n/a

(3) The Organizational Structure of the DPW and WWTP Should be Modified.

Currently, the Public Works Department is responsible for maintaining municipal grounds, streets, parks, fleet and beaches. The Department oversees leaf removal, snow plowing, and beach maintenance programs. While there is a separate wastewater treatment operation, the Department oversees the maintenance and repair of the water distribution and wastewater collection lines. The table, which follows, presents a summary of staffing in the Department.

Position	No. of FTEs
Director	1.0
Secretary	1.0
Serviceman Level III	2.0
Serviceman Level II	1.0
Sewer Mason Level II	2.0
Parks Leadman	1.0
Parks Driver	1.0
Mechanic Level III	1.0
Mechanic / Welder Level II	1.0
Equipment Operator III	1.0
Equipment Operator II	4.0
Total Full Time	16.0

The points below, present a discussion of the Department of Public Works.

- In addition to the above fulltime employees, the Department of Public Works operates two bridges and utilizes part-time employees to staff and operate the bridges.
- The Department is a relatively flat organization with the Director and only one leader worker (Parks Leadman).
- The Department contracts out a number of services:
 - Sidewalk installation / replacement.
 - Major installation and repair of water and sewer mains
 - Televising of sewer lines
 - Paint and body work for fleet
 - Fire apparatus maintenance
 - Fertilizing and irrigation services
 - Preventive maintenance and construction of roads / pavement
 - Residential refuse collection
- While the treatment functions are the responsibility of the Wastewater Treatment Plant, a separate Department, the maintenance of the water distribution and the sewer collection lines.

As noted, the Department of Public Works has only sixteen fulltime employees responsible for the maintenance and repair of the City's grounds, beaches, fleet, roads, water and sewer mains, etc. This is a very small workforce for the variety of tasks that have been assigned to the unit and that are necessary for the completion of all assigned duties. The City has a separate Wastewater Treatment Plant Department. The Wastewater Treatment Plant is responsible for the management and maintenance of the City's water and wastewater treatment systems. The City operates a wastewater treatment plant and handles production and treatment of water from municipal wells. The table, below, presents the staffing for the Wastewater Treatment Plant Department.

Position	No. of FTEs
Superintendent	1.0
WWTP Operator Level III	2.0
WWTP Operator Level II	2.0
Total	5.0

The points, which follow, present a discussion of the Wastewater Treatment Plant.

- The WWTP Department is a small, standalone department.
- Spans of control for the Superintendent are narrow (i.e., 1 to 4).
- The Superintendent position is responsible for general management and oversight of personnel, policy and procedure development, etc. The position also works closely with contractors for capital projects and master planning of water and wastewater systems.

The project team recommends that the City consolidate the Department of Public Works and the Wastewater Treatment Plant Department. This would result in:

- Reduction in one management position.
- Improved coordination regarding capital projects and infrastructure management.

To accomplish this organizational structure effectively, there will also need to be a realignment of the management responsibilities and organizational structure beneath the level of Director. The Director of the new department must have the skills, ability, and desire to focus primarily on issues related to overall work planning, resource allocation, staff development and policy issues rather than on the provision of day to day work activities.

The project team looked at several alternatives organizational structures as summarized in the following table:

Alternative	Description
1	No change. Status Quo.
2	Merge DPW and WWTP operations with 1 Director and lead / supervisor over functional areas. Savings achieved from elimination of one Director position and use of Supervisors (working) in each functional area.
3	Merge DPW and WWTP operations with 1 Director and a Manager over Utilities and Facilities operations.

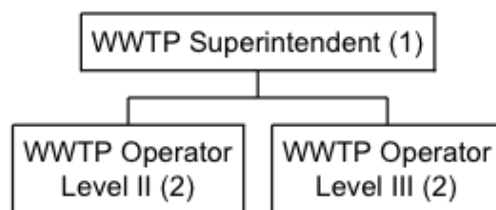
Alternative	Description
3A	Merge DPW and WWTP operations with 1 Director and a manager over one function and the supervisor over the second functional area (Director maintains oversight of one area). Chart shows Manager over Facilities and Supervisor over Utilities but these could be reversed depending upon qualification of actual individuals selected. Shown as working Supervisor over Utilities with reduction of one position (Superintendent).

The following sections show the organizational structure that would result from each of these alternatives.

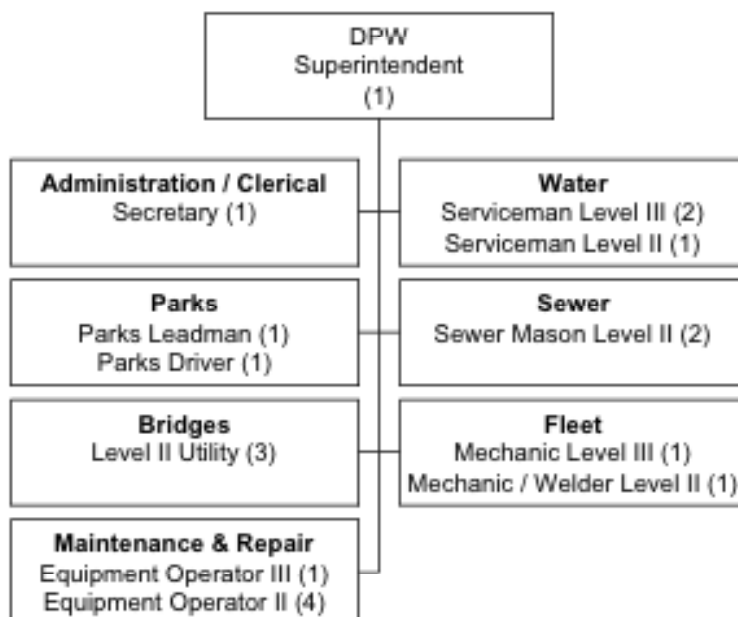
Alternative 1.

Current Organization of the Wastewater Treatment Plant

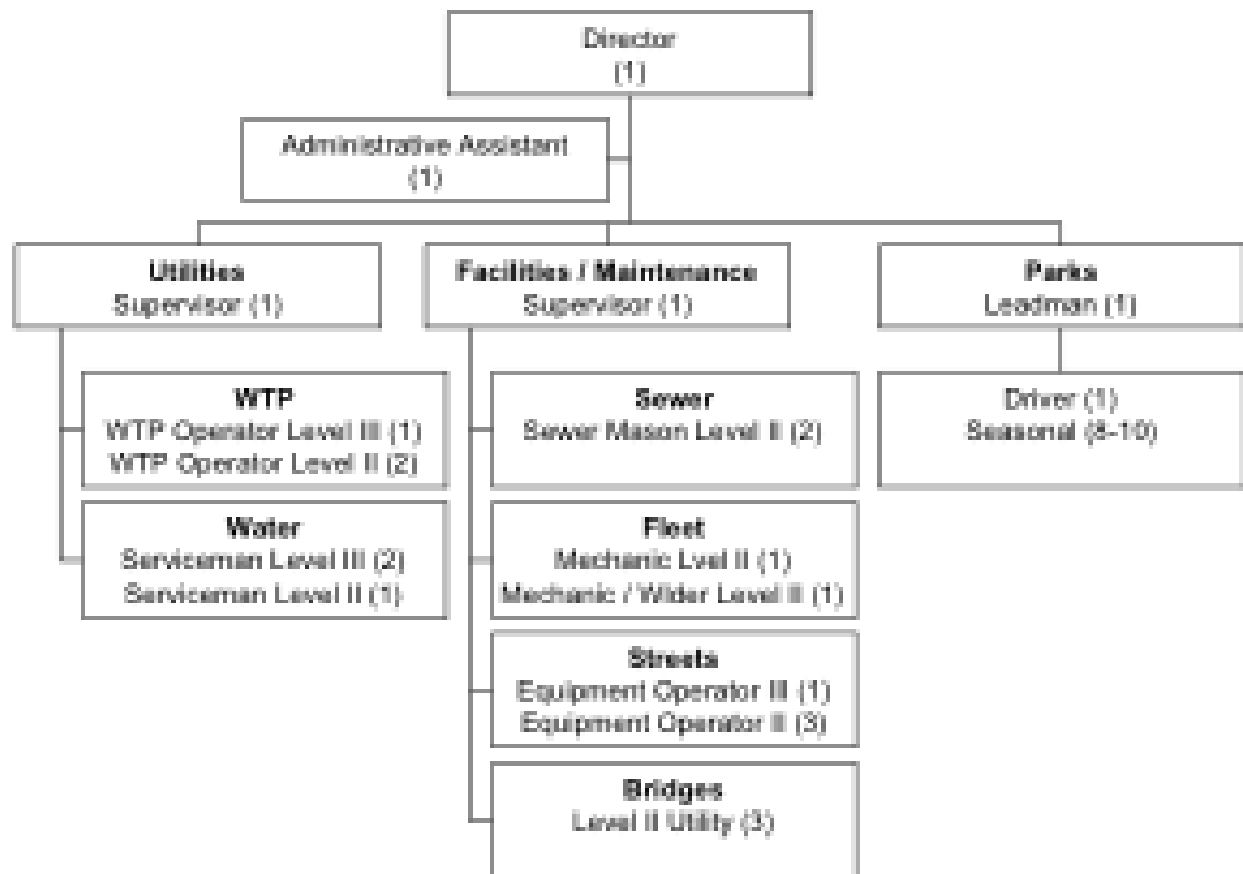
City of Manistee, Michigan



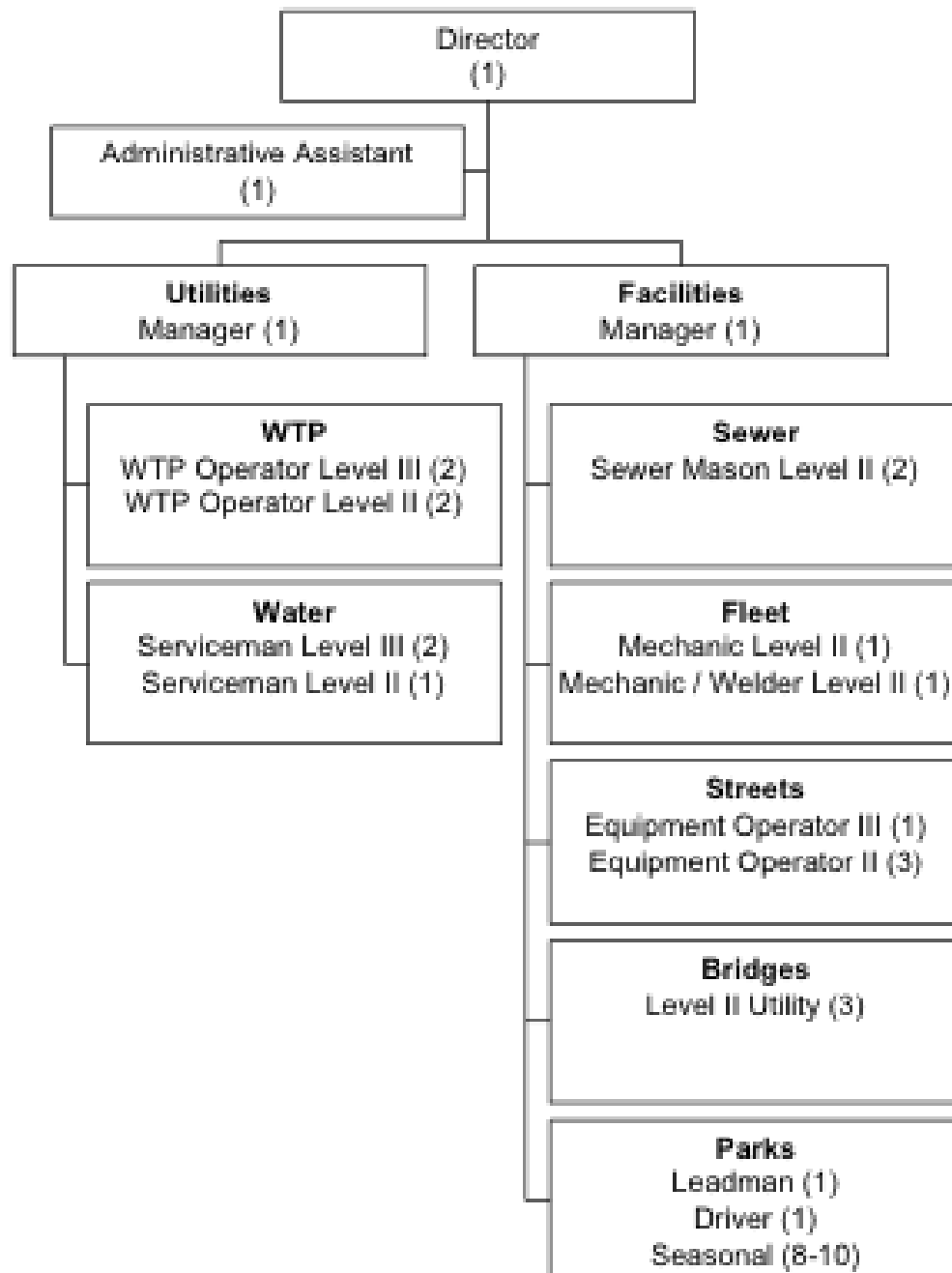
Current Organization of the Department of Public Works



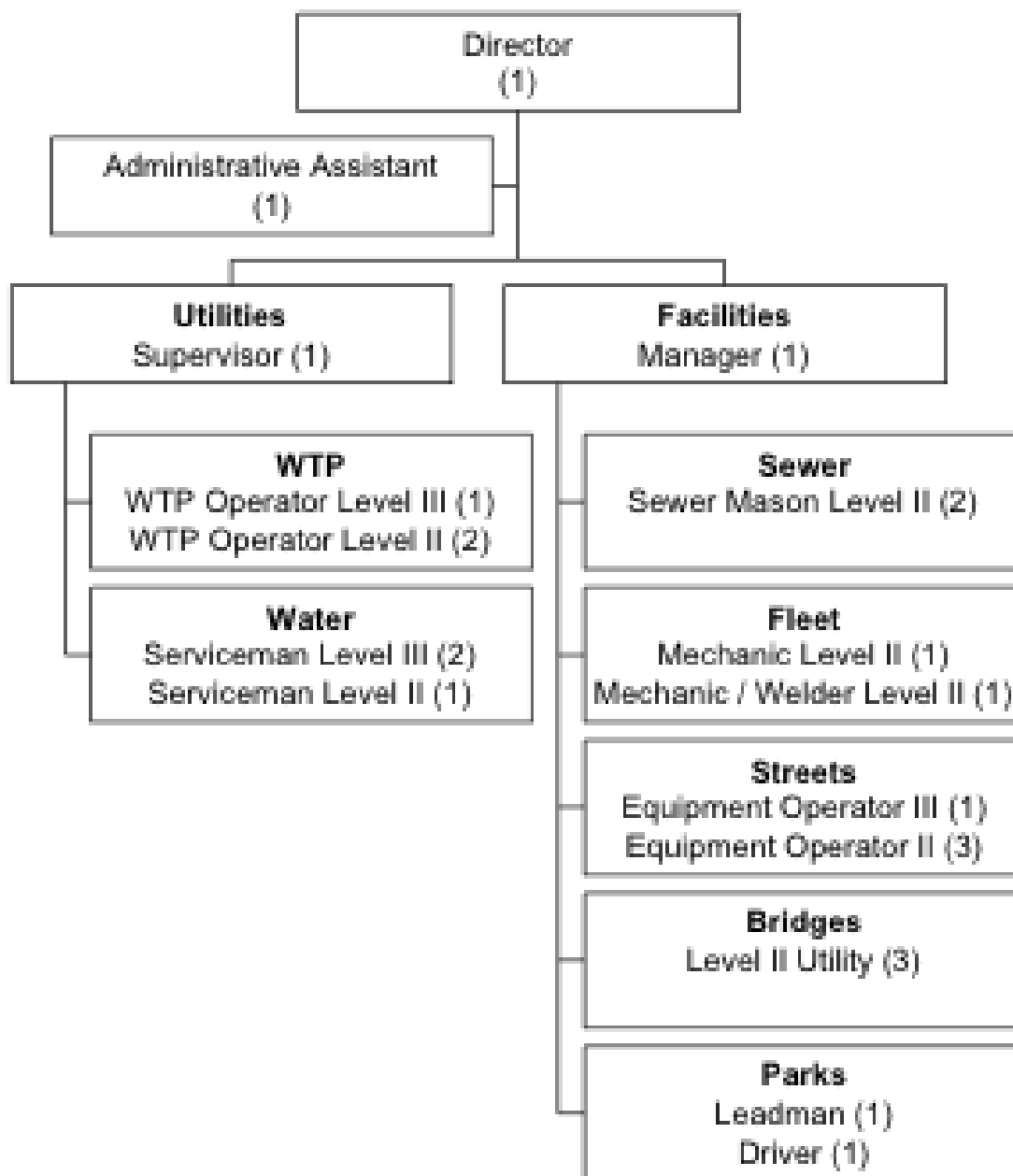
Alternative 2



Alternative 3



Alternative 3A



The following table summarizes some of the key benefits and concerns regarding each of the various alternatives reviewed.

Alternative	Pros	Cons	Cost Implications
1 - Status Quo	No organizational change and therefore, no impact on current operating or reporting practices.	Doesn't improve spans of control. Limits time available for management oversight of operations.	n/a
2 – Merge – 1 Director and Lead over each functional areas.	Makes most effective use of Director Position. Focus on general management and planning function. Use of leads does not require additional staffing in management or supervisory positions.	Requires leads to assume more responsibility. Director must have functional knowledge of both P.W. and Water/WWTP (and certifications). Might be more difficult to recruit individual with this background.	Greatest cost savings – approx. \$50,000 from elimination of one Director (salary & benefits) offset by cost of lead pay.
3 – Merge – 1 Director and Manager over Water/WWTP	Hybrid approach that has Director assume overall budget and management oversight for all areas. Supervisor over utilities assumes day to day operations of utility functions. Director maintains day to day oversight of traditional public works functions. Manager would have required certifications for Utility functions.	Doesn't achieve reduction in spans of control. No significant cost savings.	Relatively cost neutral based on existing costs. Potential increase of approx. \$10,000 to \$15,000 for increased salary / benefits of upgraded Director position. Offset from downgrade of Utility Manager position from Manager to Supervisor.

Alternative	Pros	Cons	Cost Implications
3A – Merge – 1 Director and Manager over one functional area and a supervisor over the other.	<p>Provides more management control over each functional area.</p> <p>Frees Director to focus primarily on Management, planning, work allocation issues.</p> <p>Supervisor responsible for certifications for WWTP.</p>	<p>Increased cost due to higher level positions.</p> <p>Decreases spans of control.</p> <p>Increases number of management positions.</p> <p>Director maintains greater involvement in one of the functional areas.</p>	<p>Cost implications of at least one additional supervisor position above current levels.</p> <p>Cost for eliminated Utility Director will offset some costs associated with the upgraded position.</p>

The following table summarizes the various cost aspects of the various alternatives organizational structures evaluated.

	Alternative 1	Alternative 2	Alternative 3	Alternative 3A
Dir. DPW	\$71,656	\$75,000	\$75,000	\$75,000
Dir. WWTP	\$63,696	\$0	\$0	\$0
Lead/Mgr/Sup DPW	\$0	\$7,000	\$50,000	\$50,000
Lead/Mgr/Sup Util	\$0	\$7,000	\$50,000	\$7,000
Total Personnel Costs	\$135,352	\$89,000	\$175,000	\$132,000
Additional Cost / (Savings)	\$0	(\$46,352)	\$39,648	(\$3,352)

NOTE: Alt. 2 shows incremental costs of supervisor position over current position levels.

As shown, the greatest savings can be achieved from the City by pursuing Alternative 2 – which has a single Director and utilizes supervisor / lead positions over each of the functional areas – resulting in annual savings of \$46,352. This is the organizational structure that the project team recommends for the City of Manistee. However, if necessary to transition into this structure, the City could consider the

implementation of Alternative 3A (using a Manager over one function) as an interim measure. This approach would only result in annual savings of slightly over \$3,000. Clearly, this new approach requires that the Director position be filled with an individual possessing or capable of achieving knowledge and appropriate certifications / licensure to oversee both the Public Works Operations as well as the WWTP operations.

Recommendation: The City of Manistee should merge the Department of Public Works and the Wastewater Treat Plant as shown in Alternative 2 (1 Director and Supervisor / Lead positions over functional areas). Estimated annual savings from this approach (base salaries) is \$46,000.

Recommendation: If necessary to transition to the recommended organizational structure, the City should utilize alternative 3A as an interim measure.

(4) The Department of Public Works Should Undertake a Structured Invitation to Bid Process to Evaluate Additional Opportunities for Privatization / Contracting Out of Services.

The Department of Public Works should periodically issue invitations to bid for services provided in-house, such as median mowing, snow removal, painting of cross-walks, sweeping, grounds maintenance and fleet maintenance.

Currently, the Department work currently contracts out a number of infrastructure maintenance and repair, such as road repaving and reconstruction, pipe replacement, sidewalk and cross walk replacement, sewer televising, etc. The Department continues to provide a number of services in-house, such as pothole patching, emergency response, grounds maintenance, fleet maintenance, street sweeping, snow removal, etc.

As budgets have become tighter, the existing staff has been stretched thin due to staff reductions and the desire to maintain as many services internally as possible. The

staff remaining need to have a focus on the basic provision of city services and have their work activities well planned and scheduled.

The Department has maintained an historical mix of both in-house and contracted services. The Department, however, has not established a formal process to periodically 'test the market' to determine the competitiveness of in-house services with the private sector. There are four major reasons why local governments should periodically consider privatization of various services.

- **Lower costs:** Cities and towns typically reduce their costs.
- **Quality of service:** Introducing competition enables cities to provide incentives to enhance the quality of service. According to the survey of the Mercer Group, 45% of the respondents indicated that quality of work was a key factor in making a decision to privatize services.
- **Management flexibility:** Competitive delivery of services provides greater incentive and flexibility to use smaller crews, and keep leave and worker's compensation rates low.
- **Risk Sharing:** Public-private partnerships routinely require the private company to assume primary responsibility for general liability, and financial guarantees.

Managed Competition enables government to test the market by allowing both public and private entities to compete for a contract through an RFP process. The best candidates for managed competition are those services for which an existing competitive market already exists within a reasonable distance of the community or those services that have relatively low entrance or set-up costs (i.e. – for equipment necessary to provide). Since the likely vendors for these types of services will tend to be smaller independently owned operations, the best approach for identifying these vendors is through the issuance of a RFP process. Unlike some of the other service areas recommended for issuance of an RFP (such as refuse collection, and assessing

services), the availability of vendors to provide these services is best determined through the issuance of a RFP that seeks both to identify potential vendors and gather initial costing data based upon specific services to be contracted.

If properly implemented, Managed Competition, or competitive sourcing, as it is also known, can invigorate service delivery, enhance the general perception of public service, and translate into annual savings for the community. Even in cases where a decision is made to continue with provision of services internally, there are often better service approaches identified through the process that staff are able to utilize to improve service delivery. Generally, the decision to outsource these types of public services are not pursued absent identified cost savings of at least 20% of existing costs of providing services. Identified savings below these levels typically do not justify the loss of daily control, the costs of contract administration, nor the ability to handle emergency or non-contracted services.

Given the City of Manistee's location and lack of proximity to larger metropolitan areas, the ability to contract for these services is most likely to be successful in areas where small and local providers can adequately provide the service. These typically include areas such as limited plowing operations, parks and greenway maintenance, beach maintenance, facility maintenance, and other similar services where the technical skills and equipment costs are not as high as they are in operations such as road maintenance and sewer / water main repairs, installation, and maintenance.

Recommendation: The Department should periodically issue invitations to bid and / or requests for proposals for the provision of services for which there are local and / or regional providers, such as fleet maintenance, snow removal, leaf pickup, sweeping services, ground maintenance, etc.

Recommendation: The City should strongly encourage existing staff and the Department to develop, as part of any managed competition process, to develop and submit a response to the ITB or RFP to ensure a comprehensive and fair comparison and to enable staff to propose alternative service delivery approaches that would maintain service provision internally.

8. THE PROJECT TEAM EVALUATED FUTURE STAFFING NEEDS BASED UPON THE CURRENT SERVICES PROVIDED AND KNOWN CHANGES IN DEMOGRAPHICS, REGULATORY ENVIRONMENT, AND SERVICES PROVIDED.

The following table shows the existing staffing allocations by Department within the City of Manistee. As presently staffed, the City has a total allocation of fifty-nine (59) employees providing municipal services.

Department	Number of Actual Current Employees
City Manager	2.0
Assessor	2.0
Community Development	4.0
Clerk	2.0
Finance/Treasurer	2.5
Police	14.0
Fire	8.5
Water	4.0
DPW	11.0
Parks	2.0
Sewer	2.0
WWTP	5.0
TOTAL	59.0

During the project, there were no significant issues identified that would have a noticeable impact on the level of services provided in the near future other than the recommended organizational and service-delivery changes recommended within this report. The population and demographics of the community are not expected to change significantly over the next five years. This eliminates a significant driver that many communities face regarding the need for expansion of services and/or changes in

services. Additionally, there are no known statutory or regulatory requirements that would impact the types or levels of services provided.

Therefore, the project team projects that the City of Manistee will likely be able to continue the provision of the full-range of municipal services (as currently provided) over the next five years with the existing staffing allocations. The only changes impacting personnel would be new programs or services adopted by the City Council that are not currently provided. If this occurs, staffing implications should be clearly noted, identified and addressed at the time of the service change being contemplated. This comparison and assessment is based upon our work with large numbers of similar communities throughout the greater Midwest and the nation.

While there are no external factors that are anticipated to be drivers of changes in staff, the project team has recommended several areas for the City's review and consideration that would fundamentally change the type and levels of services provided (i.e. – Contracting Assessor, Consideration of Regionalization / Volunteer Fire). Each of these service changes, if adopted or implemented by the City Council, would have associated staffing reductions associated with them.

Based upon this, the City Council should be able to plan for future budgets and staffing needs utilizing the current staffing allocation as a solid base – with an expectation that no significant adjustments in staffing levels are necessary (either increases / decreases) without corresponding service level adjustments (increases / decreases). The following table summarizes the existing staffing levels, potential impacts (by service area) for recommended changes, and other potential staffing

impacts associated with other operational changes projected over the next five years by Department.

Department	Number of Actual Current Employees	Operational / Service Change	2010	2011	2012	2013	2014
City Manager	2.0	None	2.0	2.0	2.0	2.0	2.0
Assessor	2.0	No Change	2.0	2.0	2.0	2.0	2.0
		Contract	2.0	0.0	0.0	0.0	0.0
		Net Change	0.0	(2.0)	(2.0)	(2.0)	(2.0)
Community Development	4.0	None	4.0	4.0	4.0	4.0	4.0
Clerk	2.0	None	2.0	2.0	2.0	2.0	2.0
Finance/Treasurer	2.5	None	2.5	2.5	2.5	2.5	2.5
		Fill PT vacancy (if reorganized to provide relief to Director)	2.5	3.0	3.0	3.0	3.0
		Net Change	0.0	.5	.5	.5	.5
Police	14.0	None	14.0	14.0	14.0	14.0	14.0
Fire	8.5	None	8.5	8.5	8.5	8.5	8.5
		Public Safety Director	8.5	7.5	7.5	7.5	7.5
		Volunteer	--	1.0	1.0	1.0	1.0
		Net Change	0	0 to (7.5)	0 to (7.5)	0 to (7.5)	0 to (7.5)
Water	4.0	None	4.0	4.0	4.0	4.0	4.0
		PW Reorganization	3.0	3.0	3.0	3.0	3.0
		Net Change	(1.0)	(1.0)	(1.0)	(1.0)	(1.0)
DPW	11.0	None	11.0	11.0	11.0	11.0	11.0
Parks	2.0	None	2.0	2.0	2.0	2.0	2.0
Sewer	2.0	None	2.0	2.0	2.0	2.0	2.0
WWTP	5.0	None	5.0	5.0	5.0	5.0	5.0
		PW Reorganization	4.0	4.0	4.0	4.0	4.0
		Net Change	(1.0)	(1.0)	(1.0)	(1.0)	(1.0)
Total Staffing Range (depending on service approach implemented)	59.0		57 - 59	50 – 59	50 – 59	50 – 59	50 - 59

The greatest potential changes in personnel are concentrated in a limited number of departments as summarized below:

- **Assessing:** Implementation of a contractual relationship will enable the City to reduce staffing by 1.5 positions (elimination of two positions in assessing and addition of .5 position to Finance as part of reorganization).

- **Fire:** Options presented would result in either no change to Fire Staffing (if current approach and service levels maintained) or a maximum reduction of 7.5 positions if the City were to move to a fully volunteer fire department. One position (Chief) position would remain to coordinate and oversee efforts.
- **Public Works:** Reduction of one full-time position with the reorganization to include WasteWater Plant operations as a component of the Public Works Department under a single Director.

If all alternatives for service delivery change were implemented that had the greatest impact on staffing, the potential total workforce of the City of Manistee would be reduced from the current fifty-nine (59) positions to fifty (50) positions – a reduction of over 15% of the workforce.

9. SERVICES EVALUATED / CONSIDERED FOR ALTERNATIVE SERVICE DELIVERY PROVISION (PRIVATIZED, COOPERATIVE EFFORT WITH OTHER GOVERNMENTAL AGENCIES, ETC).

In addition to the recommendations made above regarding alternative service delivery approaches (including the exploration of contracting out certain Public Works functions, contracting assessing services, alternative funding for Ramsdell, and alternative service delivery approaches for Fire (regionalization or volunteer), the project team also looked at various other organizational structures and service delivery approaches throughout the City during the analysis. The following table summarizes the services reviewed and provides a summary rationale for why an alternative approach was not recommended for a change.

Department	Service	Comments
City Manager	Administration	Not suitable for contracting or alternative service delivery approaches given nature of the work.
Assessor	Addressed earlier in report.	

Department	Service	Comments
City Clerk	Council Support	<p>Not suitable for contracting or alternative service delivery approaches given nature of the work and necessary support to be provided to City Council.</p> <p>Additionally, this function is being cross-utilized with the financial functions to achieve efficiencies in staffing.</p>
Community Development	Building Inspections / Plan Reviews	<p>While this function is sometimes contracted out and / or provided jointly with other governmental agencies, the project team did not feel this was an appropriate approach for the City of Manistee at this point in time. This individual is highly cross-utilized in conducting inspection, plan reviews and handling some facility maintenance functions. The City has effectively and efficiently made full-use of this position. If the position were simply allocated building inspections and plan review functions, the opportunities for contracting out the function may have been more suitable. However, the ability to attract a contractor to provide these services in a timely fashion would be difficult given the geographic location of the community. The available pool of potential vendors would be extremely small.</p> <p>The project team also considered the potential for this individual to contract to provide services for other governmental agencies as a revenue stream for the City. However, current workloads did not provide sufficient time to enable this individual to assume external duties without impacting the services provided to the City or requiring additional staff support within this function.</p>

Department	Service	Comments
Community Development	Planning functions	The individual nature of the applicable ordinances and regulations for the City of Manistee makes this a difficult function to share jointly with other agencies. Since there are no similar sized communities adjoining the City of Manistee, the service levels and expectations for the City are greater than those of other entities with which this service could be shared.
Finance/Treasurer	General Administration Financial	<p>The financial functions / duties for a community are one of the most critical services provided in terms of the need for accuracy, forecasting and having direct control. The project team found no opportunities within this department that would enable a different service delivery approach at the present time while maintaining an appropriate control function.</p> <p>Recent experience of the project team in evaluating other communities that have contracted out the financial functions (including general financial administration and revenue collections) have not been favorable for the successful outsourcing of this function and recommendations have been made to return this service internally as a core city function provided by full-time staff.</p>
Fire	Addressed earlier in report.	
Police	Patrol / Investigation Services.	The project team is not recommending that the City contract out any existing police services. While the project team is aware of the recent contracting conducted by a northern MI City with their County for police services, this approach did not appear appropriate for the City of Manistee at this time given the loss of control over day to day operations that results. The team was also cognizant of the limited amount of back-up and mutual aid available to the City of Manistee given its location and the current staffing reductions taken place in other local police organizations (State Police / Sheriff).

Department	Service	Comments
Public Work / WWTP		Addressed Earlier in Report.

While the opportunities at the current time appear limited for additional contracting of public services and / or contracting with other agencies to provide services for the City of Manistee, these options should always be continually considered during service reviews. The local service climate could change that would enable these alternatives to be practical and considered in the future. There are numerous examples of virtually every public service being contracted out, however, the financial savings are not always great, the service provided by to the public is not always at the same level as currently provided, and the City's location makes the ability to do this much more constrained.

10. THE FLEET REPLACEMENT SCHEDULE AND UTILIZATION WERE EVALUATED TO DETERMINE IF EXISTING FLEET REPLACEMENT SCHEDULES ARE IN LINE WITH RECOMMENDED PRACTICES.

The project team compared the existing City of Manistee vehicle replacement schedules against recommended guidelines for vehicle replacement standards to determine whether the City is meeting, exceeding, or below recommended replacement schedules. A municipalities capital program for fleet replacement is a significant financial investment and appropriate management of these resources are necessary to both maintain a fleet within acceptable age standards, but also to enable financial expenditures to be predictable and appropriately allocated.

The following table summarizes the existing fleet replacement standards in Manistee against recommended guidelines utilized by the Matrix Consulting Group in evaluating fleet operations.

Type	Manistee Replacement Standards	MCG Recommended Guidelines	
		Years	Mileage / Hours
Aerial	30	20	100,000 miles / 7,500 hours
Ambulance	12	10	100,000 miles
Backhoe	15	10	120,000
Car	10	5	100,000
Cargo Van	8	10	120,000
Detective Car	8	5	100,000
Mowers	10	10	10,000 hours
Mowers, Walk Behind	5	5	10,000 hours
Patrol Car	4	4	100,000
Pickup	8 - 10	10	100,000
Plow Trucks	20	12	100,000
Pumper	20	20	100,000 miles / 7,500 hours
Sedan (PS)	10	5	100,000
Sidewalk Tractor / Blower	8	10	—
Skid Steer	12	10	10,000 hours
Street Sweeper	5	7	10,000 hours
SUV	8	7	100,000
Vactor	5	10	100,000
Loader	10	10	10,000 hours

As shown in this table, the City of Manistee in most categories is currently utilizing a standard for vehicle replacement that conforms to the guidelines. The areas of notable difference are summarized in the following table showing those vehicles where the City exceeds or falls below the recommended replacement schedule. Note that the evaluation was conducted only on years of service not hours / mileage based upon the data available.

	Manistee	Recommended	Exceeds / Below Standard	Years Exceeds / (Below) Recommended
Vactor	5	10	Exceeds	-5
Sidewalk Tractor	8	10	Exceeds	-2
Street Sweeper	5	7	Exceeds	-2
SUV	8	7	Below	1
Ambulance	12	10	Below	2
Skid Steer	12	10	Below	2
Cargo Van	8	5	Below	3
Detective Car	8	5	Below	3
Backhoe	15	10	Below	5

Car	10	5	Below	5
Sedan	10	5	Below	5
Plow Trucks	20	12	Below	8
Aerial	30	20	Below	10

While the City exceeds the standards on three classes of equipment (vactor, sidewalk tractor and street sweeper), it falls below the standard on ten classes (SUV, Ambulance, Skid Steer, Cargo Van, Detective Car, Backhoe, Car, Sedan, Plow Trucks, and Aerials). It is important to recognize that the City has utilized, as part of its purchase arrangement, guaranteed buy-back provisions for certain equipment (such as vactor) that ensures the City is able to achieve a set amount during trade-in if the equipment is replaced on an agreed upon schedule. The City also routinely sells used equipment, such as the street sweepers, to other governmental agencies when replaced. They have found this approach to be more financially beneficial than utilizing the vehicle as a trade-in on the new purchase.

There are however, only a few areas where the difference from recommended is significant. In these areas, the City should consider alteration of their replacement schedules to be closer in alignment with the recommended replacement schedule. These include the following:

- **Vactor:** The replacement schedule should be expanded from the current 5 years to 10 years.
- **Aerial:** The current replacement schedule of 30 years is 50% greater than the recommended 20 year replacement cycle. If fire services remain a service provided by the City directly, this schedule should be shortened from the current 30 years.
- **Plow Trucks:** The recommended 12 year replacement cycle is exceeded by eight years under the Manistee planned replacement cycle of 20 years. The City should move to reduce the planned replacement cycle, over time, from the current 20 to a level closer to 12 years.

- **Backhoes:** While the City of Manistee is currently scheduled to replace every 15 years (exceeding by 5 years the recommended 10 year replacement), the City should evaluate actual usage of this equipment (in miles) prior to adjusting the cycle. Low usage may warrant the longer replacement cycle for this equipment.
- **Car / Sedans:** The City schedules replacement of cars and sedans every 10 years rather than the recommended 5 years typically utilized. However, this standard may be appropriate if the mileage utilized on an annual basis is low. For this class of equipment, mechanics have more subjectivity in evaluating replacement needs based upon the actual condition of the vehicle. A low mileage but high maintenance vehicle may be replaced sooner (at financial savings to the City) and a high mileage vehicle with limited maintenance costs may be retained well in excess of the recommended standard.

Overall, the City's replacement standards are within reasonable limits of recommended replacement schedules with the few notable exceptions listed above. Given the high maintenance costs, and need for high availability for service provision of certain classes of vehicles (most specifically, aerials and plow trucks), the City should consider reductions in the planned replacement schedules for these vehicles.

Recommendation: The City should make minor adjustments to the planned replacement schedules of some classes of vehicles to more closely match recommended replacement guidelines.

APPENDIX A

EMPLOYEE SURVEY

Appendix A. RESULTS OF THE EMPLOYEE SURVEY

As part of the review of the management study of the City of Manistee, the Matrix Consulting Group conducted a confidential employee survey. This chapter of the report summarizes the initial results of the employee survey.

1. A SURVEY WAS DISTRIBUTED TO ALL EMPLOYEES OF THE CITY.

The survey was distributed in paper-form to all sixty-one (61) employees of the City of Manistee and a total of forty-six (46) completed surveys were returned. This equals a response rate of 75.4%.

The following table summarizes the percentage of responses received from each of the major operational units of the City of Manistee. In order to prevent inadvertent disclosure of results from units with small responses, all departments that had two or fewer responses have been grouped into a general category titled “Administrative”.

<u>Unit</u>	<u>% of Total Response</u>
Administrative	18%
Community Development	7%
Fire	18%
Police	24%
Public Works	27%
Wastewater	7%
TOTAL	100%

The survey was prepared by the Matrix Consulting Group and contained two major sections.

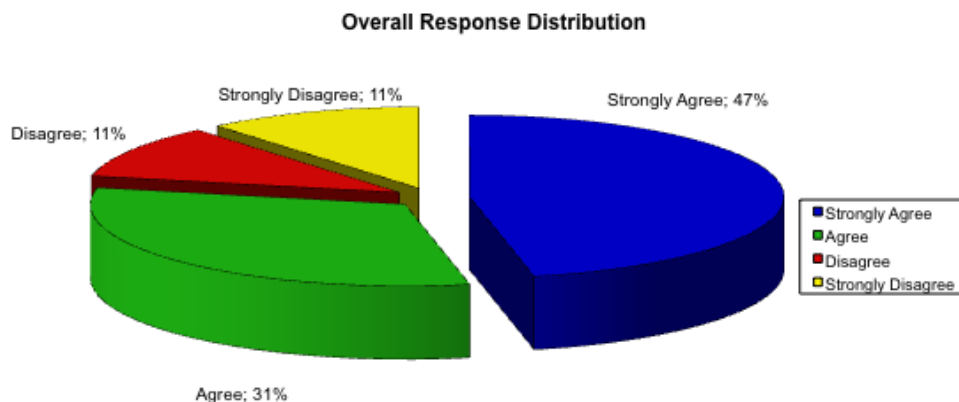
- The first section was a “multiple choice” section designed to cover a wide range of topics about the management, organization, and operation of the City of Manistee and individual organizational units while minimizing the employee’s time and effort in completing this survey. Employees were asked to respond to twenty-two (22) statements by selecting “strongly agree”, “agree”, “neutral”, “disagree”, “strongly disagree”, or “no response”. The final question asked employees to choose one of four responses to characterize their workload. The choices included: “I am always busy and can never catch up.”; “I am often busy but can generally keep up”; “I have the right balance of work and time available”; and “I could easily handle more work given the available time.”
- The second section consisted of two open-ended responses. The first question provided the opportunity for employees to identify opportunities for consolidation that would enable the City to either provide a higher level of service or control costs. The final question was an open-ended comment box where employees were encouraged to share additional feedback with the project team. These questions were designed to create opportunities for employees to offer their candid assessment of the process, and to make suggestions for improvements, if needed.

The following sections provide a discussion of the results.

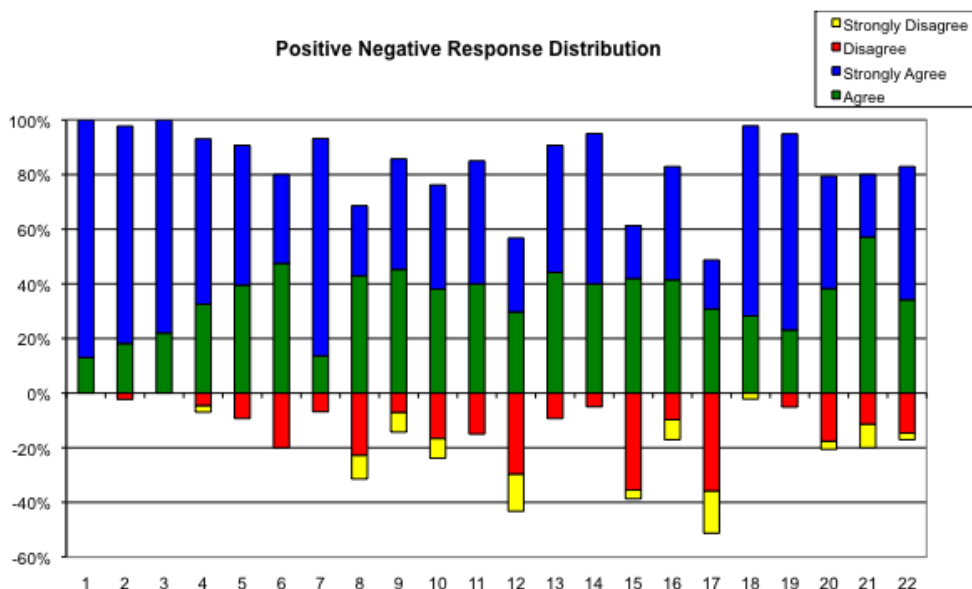
2. EMPLOYEES CITED A NUMBER OF POSITIVE ASPECTS AS WELL AS A NUMBER OF OPPORTUNITIES FOR IMPROVEMENT.

In reviewing the responses to the quantitative responses to the first section (the twenty-two multiple choice questions) of the employee questionnaire, it is important to look at the pattern of responses for the entire group versus individual responses.

The chart below summarizes the overall distribution of responses to statements to which employees were asked to select a response. It should be noted that the chart does not include responses where the employees selected “no response”, “neutral”, or did not make a selection.



The response pattern for all statements in the first section of the employee survey indicates that 78% of respondents either agreed or strongly agreed with statements, while only 22% either disagreed or strongly disagreed. The chart, found below, plots the actual number of positive and negative responses for each statement that employees responded to. Question numbers are shown along the bottom of the chart. Neutral responses are excluded from this chart.



The chart, above, presents the positive and negative responses for each statement provided in the first section of the employee survey. The positive responses

(e.g., “agree” and “strongly agree”) are plotted above the x – axis. The negative responses (e.g., “disagree” and “strongly disagree”) are plotted below the x – axis. The chart provides an overall visual representation of the response to each statement. It allows strongly positive or negative responses to be singled out through a quick visual review. Those strongly positive or negative statements are highlighted below.

(1) Of The Twenty-Two Multiple Choice Statements, Respondents Had Positive Perceptions And Attitudes With Respect To Nineteen of the Statements.

A review of the positive and negative responses to the statements provided in the first section of the employee survey shows that there are nineteen statements to which employees responded positively. At least 40% of respondents selected “agree” or “strongly agree” in response to the statements presented below.

- Statement #1: 100% of respondents agreed with the statement that their department provides a high level of service.
- Statement #2: 93% of respondents agreed with the statement that in their department, services meet the expectations of the customer. 2% of respondents disagreed with the statement, and 4% were neutral.
- Statement #3: 89% of respondents agreed with the statement that they know what is expected of them at work. The remaining 11% were neutral.
- Statement #4: 87% of respondents agreed with the statement that they do a good job in their department of managing work. 7% of respondents disagreed with the statement, and 7% were neutral.
- Statement #5: 85% of respondents agreed with the statement that their Department does a good job of coordinating the work to be done. 9% were in disagreement with this statement and only 7% were neutral.
- Statement #6: 70% of respondents agreed with the statement that there is good teamwork among departments. 17% disagreed with this statement and 13% were neutral.
- Statement #7: 89% of respondents agreed with the statement that their Department performs work that is not duplicated by other departments. 7% of respondents disagreed with this statement and the remaining 4% were neutral.

- Statement #8: 52% of respondents agreed with the statement that they felt a consolidation of selected functions can be beneficial for the organization. 24% disagreed with this statement, and 15% were neutral. The remaining 9% did not respond to this statement.
- Statement #9: 78% of respondents agreed with the statement that they have the tools to do their job efficiently and effectively. 13% disagreed with this statement, and 9% were neutral.
- Statement #10: 70% of respondents agreed with the statement that they have the technology in their Department to make them efficient in their work. 22% disagreed with this statement and 7% were neutral. 1% did not respond to this statement.
- Statement #11: 74% of respondents agreed with the statement that the organizational structure of their Department is well suited to its responsibilities. 13% disagreed and 13% were neutral on this issue.
- Statement #13: 85% of respondents agreed with the statement that their Department does a good job planning and scheduling their work. 9% disagreed with this statement and 4% were neutral. 2% did not respond to this statement.
- Statement #14: 83% of respondents agreed with the statement that the work practices of their Department are efficient. Only 4% disagreed with this statement and 13% were neutral.
- Statement #16: 74% of respondents agreed with the statement that their Department is rarely in a crisis mode. 15% disagreed with this statement and 11% were neutral.
- Statement #18: 98% of respondents agreed with the statement that their Department was a good place to work. The remaining 2% disagreed.
- Statement #19: 80% of respondents agreed with the statement that they can make a career with the City. Only 4% disagreed with this statement and 11% were neutral. 4% did not respond on this statement.
- Statement #20: 59% of respondents agreed with the statement that their Department has the right mix of in-house and outsourced delivery of services. 15% disagreed with this statement and 20% were neutral. The remaining 7% did not respond.
- Statement #21: 61% of respondents agreed with the statement that there are opportunities in their department to improve efficiency and effectiveness of how services are delivered. 15% disagreed with this statement and 20% were neutral. 4% did not respond.

- Statement #22: 77% of respondents agreed with the statement that they provide the right level of service to the community. 16% were in disagreement and 7% were neutral.

(2) Of The Twenty-Two Multiple Choice Statements, Respondents Had Mixed Opinions Regarding Three of the Statements.

There were three statements to which respondents had mixed opinions. Attitudes were classified as “mixed” when the percentage of respondents of agree and disagree closely approximated each other with no clear overall attitude or the largest response category was “neutral”. The points below outline these reactions to statements that were classified as “mixed opinions”.

- Statement #12: While 46% of respondents agreed with the statement the organizational structure of the City promotes the efficient delivery of services, 35% disagreed with this statement. 15% were neutral and 4% did not respond.
- Statement #15: 41% of respondents agreed with the statement that the division of maintenance activities among City departments is efficient. However, 26% disagreed with this statement and 22% were neutral. 11% did not respond to this statement.
- Statement #17: 44% of respondents disagreed with the statement that the staffing levels in their Department are adequate for the work to be performed. 42% were in agreement, and 11% were neutral. 2% did not respond to this statement.

(3) Employees Were Asked to Choose Between Several Options to Indicate The Level of Their Workload.

Following the responses on the twenty-two statements, employees were asked to describe their workload by choosing one of four statements that best described their workload. The responses for the employees are summarized below:

<u>Response</u>	<u>% of Responses</u>
I am always busy and can never catch up.	26%
I am often busy but can generally keep up.	57%
I have the right balance of work and time available.	13%
I could easily handle more work given the available time.	4%

As shown in the summary, 57% of employees feel that while they are often busy, they can generally keep up with their workload. Twenty-six percent (26%) of employees indicated that they are always busy and can never catch up. Thirteen percent (13%) of employees indicated that they had the right balance of work and time available. Only 4% of employees indicated that they could easily handle more work given their available time.

(4) In Response to the Open-Ended Questions, Staff Identified Additional Strength and Opportunities for Improvement for the City of Manistee.

In addition to the twenty-two statements to which the employees were asked to indicate their level of agreement, the survey instrument provided an opportunity for staff to provide narrative responses to two questions. The first question asked employees to identify if they felt there were opportunities for consolidation that should be considered by the City in order to either provide a higher level of service or to control / reduce cost of service provision.

In response to this question, staff provided a total of forty-eight individual responses regarding areas to be considered. The key themes raised in these comments and that were referenced by multiple employees include the following:

- Review of approaches to providing fire / ems services including consideration of differing service levels, consideration of use of full time versus volunteers, and cooperation with other entities in providing;
- Some level of integration between the fire and police departments (including review of public safety approach);
- Review of overtime payments, policies, and practices;
- Review DPW operations and consider combination of functions with Wastewater;
- Review Assessor operation including consideration of contractual provision of service;

- Greater cooperation service provision of administrative functions with county;
- Revision in the levels of supervision / management staffing levels and work approaches.

Additionally, staff was provided the opportunity to provide additional feedback to the project team. They were asked to identify the three items that they would change if given the opportunity. A total of twenty-seven additional responses were provided. The detailed responses to this question are contained in the response data provided in Appendix A of this report.

APPENDIX B

CITIZEN INPUT

Appendix B. RESULTS OF THE CITIZEN INPUT

A key component of this study included the solicitation of community input through the conduct of two community meetings, held at the Ramsdell Theatre, and the administration of a community survey. The Citizen survey was distributed at various community sites and through insertion in the newspaper. A total of 527 responses were received.

The following sections of this Chapter summarize the data collected and reviewed by the project team from the citizen survey to gain an understanding of the community's perception and expectations regarding services provided. Respondents were asked to indicate whether they were a citizen of Manistee or not. Responses were not limited to residents in order to gain a broader understanding of value and desire for the services provided by the City of Manistee. There are many services (such as the beaches, boat ramp operations, etc.) that are intentionally provided (many at no cost to users) to bolster the desirability of visiting the City and as a tool for increasing tourism / economic activity.

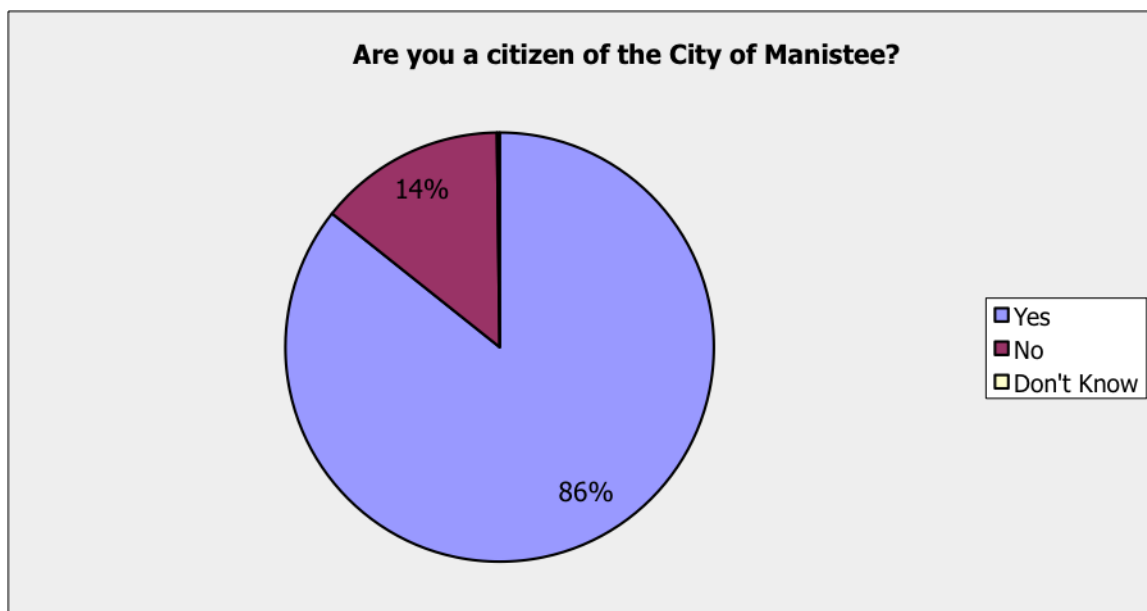
Manistee Citizen Survey

Are you a citizen of the City of Manistee?		
Answer Options	Response Percent	Response Count
Yes	85.7%	442
No	14.1%	73
Don't Know	0.2%	1

answered question

516

Of the 516 respondents who answered this question, almost 86% of respondents were residents of the City of Manistee and 14% were not as shown in the table above and the graph below.



The project team evaluated the responses received on subsequent questions to determine if there were any discernable differences in responses based upon the residency of the respondent. In general, both residents and non-resident held similar views regarding the importance and satisfaction with the services provided.

The first major question asked of participants was to identify – for a variety of community services – the importance they placed on this service being provided by the City of Manistee. As shown in the table below, almost universally the respondents placed a very or somewhat important rating to each

of the services. In no case, did a majority of responses indicate that the services were of little to no importance.

For each of the services listed below, please select a response indicating whether the service is very important, somewhat important, or not at all important.

Answer Options	Very Important	Somewhat Important	Not Important at All	No Response (N/A)	Rating Average	Response Count
1. Maintaining local streets and roads	85.1%	14.5%	0.0%	0.4%	2.85	502
2. Providing police services	60.1%	33.1%	4.8%	2.0%	2.56	501
3. Preparing the City for emergencies	43.1%	45.7%	8.2%	3.0%	2.36	501
4. Providing Refuse services	58.5%	27.1%	11.8%	2.6%	2.48	501
5. Economic development to attract businesses and jobs to the area	67.7%	27.5%	3.6%	1.2%	2.65	499
6. Mitigate traffic congestion in City.	16.7%	47.4%	32.9%	3.0%	1.83	502
7. Managing growth and development (I.e., Planning, Zoning and Building services)	40.0%	50.8%	7.2%	2.0%	2.33	500
8. Providing a variety of parks & recreation facilities	33.4%	56.2%	9.2%	1.2%	2.24	500

For each of the services listed below, please select a response indicating whether the service is very important, somewhat important, or not at all important.

Answer Options	Very Important	Somewhat Important	Not Important at All	No Response (N/A)	Rating Average	Response Count
9. Maintaining appearance of landscapes, facilities	50.9%	44.1%	4.4%	0.6%	2.47	501
10. Providing a variety of recreation programs	21.8%	56.2%	20.4%	1.6%	2.01	500
11. Quality property assessment services	47.3%	36.7%	8.4%	7.6%	2.42	499
12. Providing fire / ems services	70.9%	23.3%	4.2%	1.6%	2.68	498
13. Management of City Finances	82.6%	13.8%	1.0%	2.6%	2.84	499
14. Providing water and sewer services	86.8%	12.0%	0.6%	0.6%	2.87	500
15. Provision of marina and boat ramp	21.7%	55.4%	20.5%	2.4%	2.01	498
<i>answered question</i>						503
<i>skipped question</i>						24

Next the respondents were asked to indicate their level of satisfaction with the current service levels in the City of Manistee for the same listing of municipal services as shown in the following table.

For each of the services listed below, please select a response indicating how satisfied you are with the current service levels in the City of Manistee.

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Answer Options	Very Satisfied	Somewhat Satisfied	Not at All Satisfied	No Response (N/A)	Rating Average	Response Count
1. Maintaining local streets and roads	18.0%	44.1%	36.2%	1.7%	1.81	467
2. Providing police services	47.7%	38.7%	8.4%	5.2%	2.41	465
3. Preparing the City for emergencies	29.2%	39.6%	7.4%	23.8%	2.29	462
4. Providing Refuse services	53.0%	28.9%	13.1%	5.0%	2.42	464
5. Economic development to attract businesses and jobs to the area	14.5%	44.1%	32.6%	8.9%	1.80	463
6. Mitigate traffic congestion in City.	26.6%	41.3%	11.0%	21.2%	2.20	463
7. Managing growth and development (I.e., Planning, Zoning and Building services)	15.1%	50.2%	23.9%	10.8%	1.90	464
8. Providing a variety of parks & recreation facilities	42.2%	44.6%	8.4%	4.8%	2.35	462

For each of the services listed below, please select a response indicating how satisfied you are with the current service levels in the City of Manistee.

Answer Options	Very Satisfied	Somewhat Satisfied	Not at All Satisfied	No Response (N/A)	Rating Average	Response Count
9. Maintaining appearance of landscapes, facilities	35.4%	47.5%	13.0%	4.1%	2.23	461
10. Providing a variety of recreation programs	30.0%	45.1%	8.0%	16.8%	2.26	463
11. Quality property assessment services	17.1%	33.8%	35.5%	13.6%	1.79	462
12. Providing fire / ems services	59.9%	28.7%	6.0%	5.4%	2.57	464
13. Management of City Finances	23.6%	39.2%	27.5%	9.7%	1.96	462
14. Providing water and sewer services	56.3%	32.0%	7.8%	3.9%	2.50	462
15. Provision of marina and boat ramp	34.7%	37.3%	7.1%	20.9%	2.35	464

Overall, the majority of respondents generally have a favorable perception (somewhat to very satisfied) with the current service provision levels in the City of

Manistee. The notable exceptions (where a sizable group indicated “not at all satisfied” included:

- Maintenance of public streets (36.2% indicating not at all satisfied),
- Economic Development (32.6% indicating not at all satisfied), and
- Quality property assessment services (35.5% indicating not at all satisfied),

The next question asked of the survey participants asked them to rate (usually an excellent, good, fair or poor scale) a series of statements regarding operational practices in Manistee. The following table summarizes the responses:

Please rate the following statements by selecting excellent, good, fair, poor or don't know.							
Answer Options	Excellent	Good	Fair	Poor	Don't Know	Rating Average	Response Count
1. How would you rate how effectively City money is being used?	3.8%	22.1%	33.0%	30.9%	10.3%	1.99	476
2. The value of services for the taxes paid to the City of Manistee.	7.9%	21.1%	30.0%	36.5%	4.5%	2.00	493
3. The overall direction that Manistee is taking.	4.5%	26.7%	35.2%	30.3%	3.3%	2.05	491
4. The City of Manistee does a good job at welcoming citizen involvement.	7.9%	32.1%	33.7%	21.3%	4.9%	2.28	492
5. The job the City of Manistee does at listening to its citizens.	4.1%	19.8%	28.5%	41.1%	6.5%	1.86	491
<i>answered question</i>							494
<i>skipped question</i>							33

Unlike the prior two questions, the responses to these statements was more negative than when the respondents were evaluating importance and satisfaction. In all cases the majority rated their perception of these statements as either “Fair” or “Poor”.

Next the survey asked participants a series of open-ended questions regarding services that should be eliminated or reduced, services that should be added, services that should be contracted out or combined with other governmental agencies. Given the large number of responses to the next several questions, we have included a sampling of actual responses in the appendix. For this chapter we have identified the top four or five responses in for each of the questions.

Are there services currently provided by the City of Manistee that you feel should be eliminated or reduced in frequency / service level? If so, please describe in the following section:

- 1** Trash Service – fee basis or privatized rather than property tax supported.
- 2** Volunteer Fire.
- 3** Police Force too large.
- 4** Reduction in street sweeping.
- 5** Property Assessing services.

Are there services that are not currently provided by the City of Manistee that you feel should be provided? If so, please describe in the following section:

- 1** Recycling enhancement
- 2** Lifeguards
- 3** Enhanced street maintenance
- 4** Increased effort on tourism generation
- 5** Beach and park maintenance increased service level.

How should these additional services be funded?

- 1** No increase in funding – reallocate existing funding / reduce services to cover.
- 2** Fund lifeguards / beach with user fees.
- 3** General Property taxes.
- 4** Reductions in Police and Fire.
- 5** User fees.

Are there services that you feel should be provided through a cooperative effort with other governmental agencies (such as the County or neighboring municipalities) rather than solely by the City of Manistee?

- 1** Regional fire service
- 2** Police (various responses including contract with County, cover Filer Township)
- 3** Assessing
- 4** Economic Development
- 5** Merge administrative functions with surrounding townships.

Are there services that you feel should be provided through a contract with a private firm rather than provided directly with City employees?

- 1** Trash & Brush / Those using should pay for
- 2** Trash pick-up
- 3** City Assessor
- 4** Park and beach maintenance and operations.

The feedback received from the community survey was very similar to the issues raised and discussed during the community sessions. Key issues raised during the community meetings included the following:

- **Fire Service:** There were sizeable percentages that desired to see the level of Fire Services reduced to a volunteer effort (similar to surrounding communities) and those that desired to maintain the existing levels of service.
- **Assessing Services:** The majority of participants at the community sessions felt that a different approach to assessing should be undertaken by the City – either utilizing the services of the County or the privatization of the function. It should be noted that it was generally apparent that a sizeable component of this discussion was raised due to the level of property taxes in Manistee.
- **Trash Collection:** Similar to Fire, this issue was one where two strong sentiments were shared with a large group of participants in favor of changing the payment for trash services from property taxes to a user fee (based upon actual use) and those that desired to maintain the existing approach. A larger proportion of participants in the focus groups were in favor of implementing a per use fee rather than a service funded out of general funds. In the community survey, many comments were received (especially from those indicating only partial year residence in Manistee that favored this approach).

As noted previously, more detailed summaries of the specific comments received are included in the Technical Appendices.